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ABSTRACT

This report asserts that disaster preparedness at all school sites must become a major and immediate priority. Should a disaster equaling the magnitude of the Northridge earthquake occur, the current varying levels of site preparedness may not adequately protect California's children. The report describes why the state's children are not safe and recommends that local fire departments assume responsibility for oversight and enforcement of disaster preparedness programs. The first section offers detailed recommendations for cost estimates, teacher credentials, nonstructural hazard mitigation, and cargo container organization. Planning tools such as a campus command graph, plan for aerial triage, and a conditions checklist are included. The second section presents task force committee reports on seven major areas of concern: supplies, training, communication, structural evaluation, schools as shelters, funding, and proposed legislation for school compliance with earthquake-preparedness standards. A list of resources is included. (LMI)

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Senate Select Committee on the Northridge Earthquake

Senator David Roberti, Chair

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Official Report of the Northridge Earthquake

Task Force on Education

August 17, 1994

Diana Dixon – Davis
Co-Chair

Stephanie Carter
Co-Chair

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Senate Select Committee

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Northridge Earthquake

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"School Site Preparedness

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Safety of California's Children K-12"

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Senate Select Committee

On the Northridge Earthquake

Senator David Roberti, Chair

California Governor's Office of Emergency Services

Ceiling ceiling tiles and light fixtures in classroom at Kennedy High School in Granada Hills

In the aftermath of the Northridge Earthquake, we find that should a disaster of that magnitude occur during school hours, the current varying levels of site preparedness may not adequately protect California's children.

• • • •

This task force has, therefore, concluded that in order to save lives throughout our communities, disaster preparedness at all school sites must become a major and immediate priority.

Education Task Force

Diana Dixon-Davis
Co-Chair

Stephanie Carter
Co-Chair

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School Sites Will Need To:

- be self-sustaining

- communicate on site, to the district, and to the "outside world".

- coordinate with fire, rescue, police, and other emergency services in order to smoothly "plug into" the local emergency network.

- efficiently release students to their families and guardians.

- absorb unexpected influx of people from the community

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EDUCATION TASK FORCE RECOMMENDATIONS

The Education Task Force focused primarily on seven major areas of concern:

I. Supplies

II. Training

III. Communication

IV. Structures

V. Schools as Shelters

VI. Funding

VII. Legal

The additional areas of psychological, social and emotional needs of disaster victims, as well as provisions for special education and handicapped children should, also, receive extensive emphasis. This task force assumes that these subjects would be addressed within the curriculum of "Training".

Many of the recommendations set forth in this report have been developed within the existing framework of school funding, and are either "no cost" or "low cost". However, a shift in emphasis on fundamental priorities is required.

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Why Aren't Children Safe?

Obstacles in achieving disaster preparedness at the school site include:

- absence of trained staff- Red Cross First Aid, Search and Rescue, hazard mitigation, etc.

- absence of direct partnership between school site, and its local fire/rescue services

- absence of any clear level of uniformity in site preparedness throughout California

- absence of continuous, professional **oversight** and **enforcement** of the requirements that preparedness dictates

- absence of incentives to motivate districts to prepare **all** school **sites** equally

- absence of a consistent and uniform method of funding pro-active preparedness (training, supplies, oversight) rather than re-active aftermath.

- Absence of clear communications encompassing:

  - internal (on site)
  - external (to district and "outside world")
  - coordination with city and county.

Enforcement and Oversight

One of the major obstacles to disaster preparedness at each school site is the absence of continuous, uniform enforcement and oversight in adequately preparing schools for the event of a disaster.

It is **strongly** recommended that **oversight and enforcement fall into the responsibilities of local fire departments** who already have the expertise in the field of disaster and rescue.

BENEFITS =

- Knowledge of strengths and weaknesses at each site ("fear of the unknown" reduced).
- Location of emergency supplies in case of any overwhelming community catastrophe. (If the supplies had to be used, they would be replaced with no cost to the school.)
- Strength of school site preparedness would allow for smooth transition and function into the community emergency network, rather than. pulling valuable services away from the network unnecessarily.
- Some level of continuity and uniformity throughout the state with regard to school disaster preparedness.
- An entire campus of properly trained staff could facilitate more rapid stabilization of an area by rescue professionals.
- Oversight and enforcement from the expertise of the fire departments could indicate a high probability of success in achieving complete school site disaster preparedness for all schools.

Recommendations

Keeping California's Children Safe...

Designate an agency to adopt policies and procedures for disaster preparedness in schools on a continuing basis.

example: **Seismic Safety Commission**

Establish a working partnership between fire departments and/or their stations throughout each area of the community to assist in the disaster preparedness process.

Assign direct oversight of each school site to the fire department/station in the area. (oversee drills, evacuations, search and rescue, etc.)

Evaluate a site's level of compliance by the fire department

Enforce compliance by issuing citations if necessary. (This could be completed along with the "regular walk through" that the local fire department conducts for fire hazards at the beginning of each school year.)

Certify each school site indicating compliance (or levels of compliance) with requirements set forth by the policy making agency. Compliance would be determined by the fire department, with modest fees attached to each certification (or level of certification), and those monies could be given to the fire department.

RECOMMENDATIONS

The goal of the recommendations is to keep children safe. California needs to provide increased consistency and uniformity in disaster preparedness at school sites in order to accomplish this goal.

- Ground to air visual indicators - aerial triage

- Specify interpretation of Education Code 52854 to include staff training, curriculum and instruction in all areas of disaster preparedness. (Red Cross approved First Aid, Search and Rescue, nonstructural hazard mitigation, etc.)

- Mandate each district to provide one day basic disaster preparedness training for all staff at each school site (preferably prior to commencement of the school year); a condition of employment for all new employees and an annual refresher course thereafter, as developed by the Burbank Fire Department.

- Basic disaster preparedness for <u>all</u> staff (maintenance, clerical, aides, teachers and administrators) at a school site should include: Search and Rescue, Red Cross First Aid and CPR.

- Teacher credentialing requirements - include Red Cross First Aid training program in the "Health Education" section, require Red Cross First Aid training during the five year renewal cycle (specifying "current" cycle would accelerate the process.)

- Oversight and enforcement of a school sites disaster preparedness should be assigned to the local fire department - disaster assistance professionals, <u>not</u> the Department of Education.

- Drills - once a month: Evacuation drill and "duck, cover and hold" drill
  once each semester: school site disaster drill
  annual: district wide disaster drill

- Designate an agency outside of the Department of Education, to adopt policies and procedures for disaster preparedness in schools on a continuing basis, ie. the Seismic Safety Commission.

- Before a district accepts land from a developer, soil sampling should be conducted to determine if the ground is sound for that purpose.

  [This recommendation is a good example of policy and procedures that could be set forth for schools by the (above mentioned) designated agency - ie. the Seismic Safety Commission.]

- Container (land/sea/cargo) for placement on a school site away from structural hazards in order to house supplies other than those stored in the classroom.

- Include Red Cross approved First Aid training for high school students within the existing "Health" curriculum.

- Add program such as "Tremor Troop" to Health/Science curriculum K - 6 (FEMA currently working on secondary level curriculum).

- Establish a steady method of funding disaster preparedness in schools. (Use: training and supplies maintenance as well as replacement, and any fees attached to the process of certification of a school site's level of preparedness.) Specify that monies may not be used solely for salaries of district personnel.

- Request the FCC to reserve additional high frequencies for use by school district for emergency communication at no cost to the school districts.

- A Common "Campus Command" structure would facilitate rapid situation assessment by disaster service professionals who must cover large areas of the community.

- The attached "Supplies and Equipment" is clear, specific and represents the recommended minimum supply requirements.

- Direct each School Board to annually review and approve each school's site - specific multi-hazard emergency/disaster plan which should include its function with the Standardized Emergency Management system (SEMS).

- Non-structural hazard mitigation in the classroom completed prior to the arrival of children.

- Site administrator (Principal) should be responsible for the implementation of non-structural hazard mitigation at the site. (Though anchoring overhead ceiling light fixtures is classified as "nonstructural", clearly this type of extensive work should be the responsibility of the district.)

- District should develop alternative/backup communication systems in the event that the primary methods of communication are impaired.

- School name should be located for clear visibility from the air to aid in the use of aerial triage.

- Students should not be sent back in to structures or to any hazardous areas ("student runners" should not be replacing adults - adults on the site are responsible for the safety of the children on the site.)

- Develop useful jobs/activities for children away from hazards.

- Integrate any existing radio communications installed in school buses, maintenance or delivery vehicles, etc., into the district's emergency operating system.

- "Duck, Cover and Hold" procedures should be clarified - see definition under "Training".

- All sheltering at school sites should be as short as possible (2 weeks). A goal should be not having school in session while the site is also being used as a shelter.

- Shelters on school sites should be closed first.

- After an initial emergency period (2 weeks), sheltering responsibilities should be turned over to the city/county.

- If a school site must continue to be a shelter, then children attending school must be clearly separated from the "shelter community".

- School sites which have been designated as potential shelters should share responsibility for equipping those sites with that designating agency.

- Authorized and unauthorized shelters need procedure guidelines.

- California needs a tiered statewide emergency communication network, including necessary equipment procedures and dedicated frequencies.

- There is an imperative need to address inter-agency concerns with regard to jurisdiction questions as well as those involving communications.

Cost Estimates

Pay Rates by Day and Hour Based on 1993-1994 Fact Book:
Weighted by Distribution by School District Type

LOCATION	Full-Time Teachers 1990-92			1991-92 Average Salary		
				YEAR:	DAY: (180)	HOUR: (6/day)
Offices of Co. Supts.	4,426	---	---			
Elementary Districts	44,755	44,755	22%	$38,700	$215	$35.83
High School Districts	18,280	18,280	9%	$40,918	$227	$37.83
Unified School Districts	140,767	140,767	69%	$40,210	$223	$37.17
TOTALS/AVERAGES	208,228	203,802	100%	$39,942	$222	$36.98

Calculation of Cost for First Year of Training for All California Teachers
and for Subsequent Years, Based on 1993-1994 Fact Book

Period	TEACHERS		PAY RATE	COST	Yearly Cost per Student ('91-'92 enrollment 5,195,777)
FIRST YEAR					
	(90% Continuing)	187,405	$222/day	$41,603,910	---
	(10% New Hires)	20,823	---	---	---
	TOTALS	208,228		$41,603,910	$8.00
SUBSEQUENT YEARS					
	(90% Continuing)	187,405	2hr*$36.98	$13,860,473	---
	(10% New Hires)	20,823	---	---	---
	TOTALS	208,228		$13,860,473	$2.67

1. Average daily pay calculated by a weighted average of average pay scales by type of district and distribution of teachers as observed in Fact Book. Benefits not included since benefits are already covered for the 365 day year in most cases.

2. Trainers could be administrators who would already be on payroll (most administrators work longer than 180 days) hence, no added personnel costs for the instructors.

3. The first year all certificated teachers (in and out of class) would receive (6 hours/one day) of training; new teachers would be required to take training without pay; subsequent years a 2 hour (3 to 4 hours recommended) "refresher" course would be required/paid for. There would be a 10% turnover rate among teaching staff.

4. Calculations based on a 180 day school year; work days of 6/8 hours.

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Teaching Credential Recommendations

I. Teaching Credential Requirement:

Recommend that the Commission on Teacher Credentialing amend their regulations to include in the teacher credentialing a requirement to expand the [9. Health Education] portion of the coursework to include the approved Red Cross First Aid training program.

II. Renewal of Teacher Credential Requirement:

Recommend that the Commission on Teacher Credentialing amend their regulations to include in the five-year renewal cycle for professional clear credentials, a requirement to add approved Red Cross First Aid training. This should be a requirement during a teacher's current renewal cycle in order to accelerate the process of complete school staff disaster preparedness.

State of California
COMMISSION ON TEACHER CREDENTIALING
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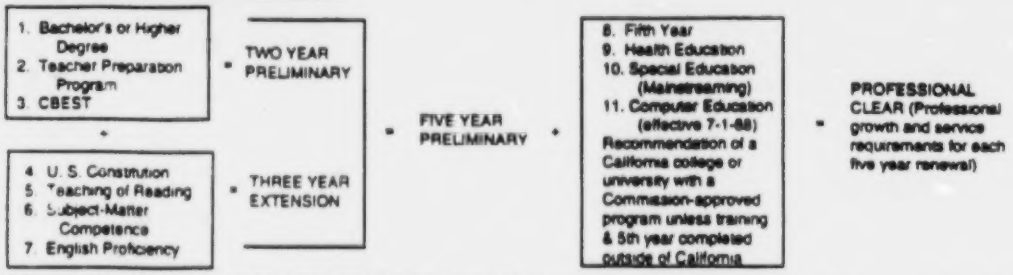
MULTIPLE SUBJECT TEACHING CREDENTIAL

A Multiple Subject Teaching Credential authorizes the holder to teach in a self-contained classroom such as the classrooms in most elementary schools. Candidates for the Multiple Subject Credential who complete their teacher preparation through a Commission-approved program in **California** must be recommended for the credential by their college or university. Elementary school teachers who completed their professional preparation **outside of California** may apply directly to the Commission for their initial credentials. The credentialing process in California is made up of a sequence of requirements which may take as long as six years to complete. The teacher receiving his or her initial credential is making a **commitment** to complete the process and obtain the professional clear credential. The sequence of requirements is diagrammed below, then each requirement is explained in detail.

DIAGRAM OF CREDENTIAL REQUIREMENTS


1. Bachelor's or Higher Degree
2. Teacher Preparation Program
3. CBEST
+
4. U. S. Constitution
5. Teaching of Reading
6. Subject-Matter Competence
7. English Proficiency
= TWO YEAR PRELIMINARY
= THREE YEAR EXTENSION
= FIVE YEAR PRELIMINARY
+
8. Fifth Year
9. Health Education
10. Special Education (Mainstreaming)
11. Computer Education (effective 7-1-88)
Recommendation of a California college or university with a Commission-approved program unless training & 5th year completed outside of California
= PROFESSIONAL CLEAR (Professional growth and service requirements for each five year renewal)

NOTE: On January 1, 1994, as a result of a change to the California Education Code, the Commission began granting two-year preliminary credentials instead of the one-year preliminary credentials that have been granted in the past.

REQUIREMENTS FOR THE PRELIMINARY CREDENTIAL

1. **Education**: Completion of a baccalaureate or higher degree, except in professional education, from a regionally accredited college or university. A degree in education may be acceptable if (1) the degree was completed outside of California, or (2) the applicant verifies the completion of two years of successful teaching on the basis of a standard credential in the state in which the service was rendered, or (3) the degree in education contains no less subject-matter course work than would be required for a subject other than education.

2. **Professional Teacher Preparation:** Completion of a multiple subject professional teacher preparation program, including student teaching with a minimum grade of B on a five point scale, taken at a regionally accredited institution approved by the Commission or by the state certification agency of the state in which the program was completed. If no professional preparation program was completed or if the grade in student teaching was less than a B, the applicant may qualify for the credential if he or she can verify the completion of three years of successful full-time multiple subject (self-contained classroom) teaching within the last ten years. This experience must have been completed while the applicant held or was eligible for a full professional certificate based on a baccalaureate or higher degree from the state in which the experience was obtained. If the grade in student teaching was a pass or credit, the applicant is assumed to have completed student teaching at the B grade level or better. Applicants who meet the requirements of the Interstate Agreement (see reverse) are considered to have successfully completed their professional teacher preparation program requirement.

3. **CBEST**: Passage of the California Basic Educational Skills Test (CBEST). To pass CBEST one must obtain a minimum scaled score of 41 in each of the three sections (reading, mathematics, and writing). However, a section score as low as 37 is acceptable if the total scaled score is at least 123. Out-of-state applicants who have not yet passed the CBEST may wish to contact their California employers about the possibility of getting a One-Year Non-Renewable (OYNR) Credential pending the passage of CBEST. See the CBEST leaflet (CL-667) for more details.

4. **Provisions and Principles of the U.S. Constitution:** Completion of a course (two semester units or three quarter units) in the provisions and principles of the United States Constitution **OR** passage of an examination in the subject given by a regionally accredited junior college, college, or university **OR** verification of meeting the interstate agreement requirements described on the reverse of this form.

5. **Methods of Teaching Reading**: Completion of a course in the methods of teaching reading **OR** passage (with a minimum score of 680) of the Praxis Series Subject Assessment entitled "Introduction to Teaching of Reading."

6. **Subject-Matter Competence**: Verification of subject-matter competency by one of two methods: (1) completing a Commission-approved liberal arts subject-matter program or its equivalent and obtaining a subject-matter statement from the authorized person in the education department of a California college or university with an approved program (California colleges and universities may have recency requirements that have to be met before a waiver can be granted) **OR** (2) achieving a passing score on the appropriate Praxis Series Subject Assessment given by the Educational Testing Service (ETS). Information about the appropriate subject assessment, including passing scores and registration, are on the enclosed Verifying Subject Matter Competence leaflet.

7. **English Writing Proficiency:** Verification of English writing proficiency by passing the writing portion of California Basic Educational Skills Test (CBEST) with a minimum score of 41 or passing the entire CBEST regardless of the score on the individual sections **OR** obtaining a formal recommendation for the credential from a California college or university with a Commission-approved Multiple Subject program **OR** by obtaining an "English" subject-matter waiver statement from a California college or university with a Commission-approved English waiver program.

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REQUIREMENTS FOR THE PROFESSIONAL CLEAR

Formal Recommendation from a California College or University: In order to obtain the professional clear credential, the applicant must secure the recommendation of a California teacher preparation institution with a Commission-approved program. The preliminary credential is issued for a maximum of five years. If requirements for the professional clear credential are not completed before the expiration date of the preliminary, the holder will be unable to teach in the public schools of California on that credential. When the requirements are complete, if the responsible authorities at the institution are unable or refuse to recommend the applicant, he or she is entitled to have the specific reasons for such refusal given in writing. He or she may then use that information in support of an application for a direct appeal to the Commission. Applicants prepared outside of California who have already completed their fifth year of study will be given a complete evaluation so they may apply directly to the Commission for the professional clear credential without going through the institution for a formal recommendation.

8. **Fifth Year of Study**: Completion of a fifth year of study after the bachelor's degree. Those applicants who have not completed a fifth year must do so within five years of the receipt of the preliminary credential. This fifth year course of study should be approved by a California teacher preparation institution and may be used for one or more of the following purposes:
   (a) additional subject-matter preparation including, but not limited to, pursuit of a master's degree,
   (b) completion of an approved program for an advanced or specialized credential,
   (c) in-service training for which college or university credit is given, or
   (d) study undertaken to complete an approved program of professional preparation.

9. **Health Education**: Completion of a unit requirement in health education, including, but not limited to, nutrition, the physiological and sociological effects of abuse of alcohol, narcotics, and drugs, and the use of tobacco. Beginning 9-1-92, this requirement must include verification of training in cardiopulmonary resuscitation (CPR) which meets, or is equivalent to, the standards set by the American Heart Association in its B-level course, or the community CPR course provided by the American Red Cross. CPR certification must be current within one year of when applying for the professional clear credential, or the date the Commission on Teacher Credentialing clears or verifies that this requirement has been met.

10. **Special Education**: Completion of a requirement in the needs of, and methods of providing educational opportunities to, individuals with exceptional needs (mainstreaming).

11. **Computer Education**: Satisfactory completion of computer education course work which includes general and specialized skills in the use of computers in educational settings.

COURSE WORK SUBMITTED FOR A CREDENTIAL: An applicant must have an overall grade point average of C or better on a five-point scale, or the approved institution's required GPA, whichever is higher, in all course work offered toward fulfillment of credential requirements. Continuing education units (CEU's) are not acceptable to fulfill credential requirements. If it is not clear from the entry on college transcripts that a particular course fulfills one of the specific credential requirements, a course description or a letter from the appropriate department chairperson verifying the content of the course work should be enclosed with the credential application.

INTERSTATE AGREEMENTS

The interstate agreement, which only clears the U.S. Constitution requirement and a C grade in student teaching, applies to applicants for the Multiple Subject Teaching Credential who hold or are eligible for a comparable credential (for teaching in an elementary or self-contained, not special education, classroom) from outside of California and who:

1. have completed a state-approved baccalaureate or post-baccalaureate level elementary teacher preparation program since September 30, 1986, at a regionally accredited institution in a state with which California has an agreement, **OR**
2. hold a regular or advanced certificate for elementary or self-contained classroom teaching issued by a state with which California has an agreement **AND** have taught in an elementary classroom in that state 27 months within the past seven years. At least 18 months of this experience must be under the certificate. If no state certificate was required for the experience, the applicant must have taught the subjects to which the certificate applies in a school where student attendance satisfies the state compulsory attendance law.

STATES HAVING INTERSTATE AGREEMENTS WITH CALIFORNIA AS OF DECEMBER 7, 1992:

Alabama	Hawaii	Massachusetts	Ohio	Vermont
Connecticut	Idaho	Montana	Pennsylvania	Virginia
Delaware	Indiana	New Hampshire	Rhode Island	Washington
District of Columbia	Kentucky	New Jersey	South Carolina	West Virginia
Florida	Maine	New York	Tennessee	
Georgia	Maryland	North Carolina	Utah	

AUTHORIZATION FOR SERVICE

A teacher authorized for multiple subject instruction may be assigned, with his or her consent, to teach in any self-contained classroom (preschool, kindergarten, and grades 1 through 12, inclusive, or in classes organized primarily for adults); or to teach any subject in departmentalized classes to a given class or group of students in grade 8 and below, provided that the teacher has completed at least twelve semester units, or six upper division or graduate units, of course work at an accredited institution in each subject to be taught. Governing boards determine the authorization needed for a teaching assignment.

SUPPLEMENTARY SUBJECTS

The holder of a valid Multiple Subject Teaching Credential may have one or more subjects commonly taught in departmentalized classes in grades 9 and below listed on the credential, and may teach those classes, when he or she verifies completion of 20 semester hours, or 10 upper division semester hours, of non-remedial collegiate course work in the subject. For more information, contact the Commission office.

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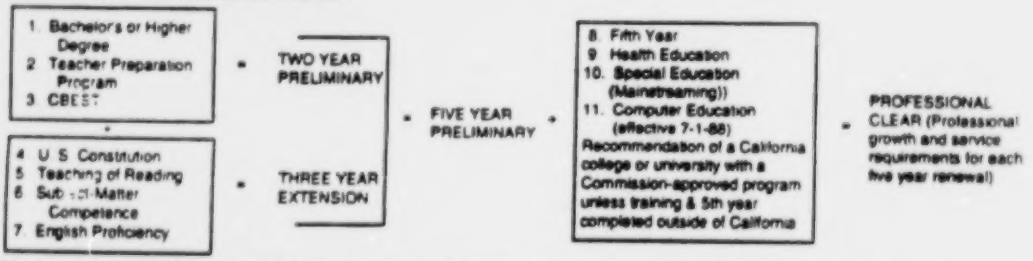
SINGLE SUBJECT TEACHING CREDENTIAL

A Single Subject Teaching Credential authorizes the holder to teach the specific subject(s) named on the credential in departmentalized classes such as those in most junior high and high schools. Candidates for the Single Subject Credential who complete their teacher preparation through a Commission-approved program in California must be recommended for the credential by their college or university. Secondary school teachers who completed their professional preparation outside of California may apply directly to the Commission for their initial credentials. The credentialing process in California is made up of a sequence of requirements which may take as long as six years to complete. The teacher receiving his or her initial credential is making a commitment to complete the process and obtain the professional clear credential. The sequence of requirements is diagrammed below, then each requirement is explained in detail.

DIAGRAM OF CREDENTIAL REQUIREMENTS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REQUIREMENTS FOR THE PRELIMINARY CREDENTIAL

1. **Education**: Completion of a baccalaureate or higher degree, except in professional education, from a regionally accredited college or university. A degree in education may be acceptable if (1) the degree was completed outside of California, or (2) the applicant verifies the completion of two years of successful teaching on the basis of a standard credential in the state in which the service was rendered, or (3) the degree in education contains no less subject-matter course work than would be required for a degree in a subject other than education.

2. **Professional Teacher Preparation**: Completion of a single subject professional teacher preparation program, including student teaching with a minimum grade of B on a five point scale, taken at a regionally accredited institution approved by the Commission or by the state certification agency of the state in which the program was completed. If no professional preparation program was completed or if the grade in student teaching was less than a B, the applicant may qualify for the credential if he or she can verify the completion of three years of successful full-time single subject (departmentalized) teaching within the last ten years. This experience must have been completed while the applicant held or was eligible for a full professional certificate based on a baccalaureate or higher degree from the state in which the experience was obtained. If the grade in student teaching was a pass or credit, the applicant is assumed to have completed the student teaching at the B grade level or better. Applicants who meet the requirements of the Interstate Agreement (see reverse) are considered to have successfully completed their professional teacher preparation program requirement.

3. **CBEST**: Passage of the California Basic Educational Skills Test (CBEST). To pass CBEST one must obtain a minimum scaled score of 41 in each of the three sections (reading, mathematics, and writing). However, a section score as low as 37 is acceptable if the total scaled score is at least 123. Out-of-state applicants who have not passed the CBEST may wish to contact their California employers about the possibility of getting a One-Year Non-Renewable (OYNR) Credential pending the passage of CBEST. See the CBEST leaflet (CL-667) for more details.

4. **Provisions and Principles of the U.S. Constitution**: Completion of a course (two semester units or three quarter units) in the provisions and principles of the United States Constitution OR passage of an examination in the subject given by a regionally accredited junior college, college, or university OR verification of meeting the interstate agreement requirements described on the reverse of this form.

5. **Methods of Teaching Reading**: Completion of a course in the methods of teaching reading OR passage (with a minimum score of 680) of the Praxis Series Subject Assessment entitled "Introduction to the Teaching of Reading."

6. **Subject-Matter Competence**: Verification of subject-matter competency by one of two methods: (1) completing a Commission-approved subject-matter program or its equivalent and obtaining a statement from the authorized person in the education department of a California college or university with an approved program (California colleges and universities may have recency requirements that have to be met before a waiver can be granted) OR (2) achieving a passing score on the appropriate Praxis Series Subject Assessment given by the Educational Testing Service (ETS). Information about the appropriate subject assessment, including passing scores and registration, are on the enclosed Verifying Subject Matter Competence leaflet. The statutory subjects available for Single Subject Teaching Credentials are Agriculture, Art, Business, English, Foreign Language, Government, Health Science, History, Home Economics, Industrial and Technology Education, Life Science, Mathematics, Music, Physical Education, Physical Science, and Social Science.

7. **English Writing Proficiency**: Verification of English writing proficiency by passing the writing portion of the California Basic Educational Skills Test (CBEST) with a minimum score of 41 or passing the entire CBEST regardless of the score on the individual sections OR by obtaining a formal recommendation for the credential from a California college or university with a Commission-approved single subject program OR by obtaining an "English" subject matter waiver statement from a California college or university with a Commission-approved English waiver program OR by passing the examinations for the Single Subject Credential in English.

REQUIREMENTS FOR THE PROFESSIONAL CLEAR

Formal Recommendation from a California College or University: In order to obtain the professional clear credential, the applicant must secure the recommendation of a California teacher preparation institution with a Commission-approved program. The preliminary credential is issued for a maximum of five years. If requirements for the professional clear credential are not completed before the expiration date of the preliminary, the holder will be unable to teach in the public schools of California on that credential. When the requirements are complete, if the responsible authorities at the institution are unable or refuse to recommend the applicant, he or she is entitled to have the specific reasons for such refusal given in writing. He or she may then use that information in support of an application for a direct appeal to the Commission. Applicants prepared outside of California who have already completed their fifth year of study will be given a complete evaluation so they may apply directly to the Commission for the professional clear credential without going through the institution for a formal recommendation.

8. **Fifth Year of Study**: Completion of a fifth year of study after the bachelor's degree. Those applicants who have not completed a fifth year must do so within five years of the receipt of the preliminary credential. This fifth year course of study should be approved by a California teacher preparation institution and may be used for one or more of the following purposes:
   (a) Additional subject-matter preparation including, but not limited to, pursuit of a master's degree or higher degree,
   (b) completion of an approved program for an advanced or specialized credential,
   (c) in-service training for which college or university credit is given,
   (d) study undertaken to complete an approved program of professional preparation.

9. **Health Education**: Completion of a unit requirement in health education, including, but not limited to, nutrition, the physiological and sociological effects of abuse of alcohol, narcotics, and drugs, and the use of tobacco. Beginning 9-1-92, this requirement must include verification of training in cardiopulmonary resuscitation (CPR) which meets, or is equivalent to, the standards set by the American Heart Association in its B-level course, or the community CPR course provided the by the American Red Cross. CPR certification must be current within one year of when applying for the professional clear credential, or the date the Commission on Teacher Credentialing clears or verifies that this requirement has been met.

10. **Special Education**: Completion of a requirement in the needs of, and methods or providing educational opportunities to, individuals with exceptional needs (mainstreaming)

11. **Computer Education**: Satisfactory completion of computer education course work which includes general and specialized skills in the use of computers in educational settings

COURSE WORK SUBMITTED FOR A CREDENTIAL: An applicant must have an overall grade point average of C or better on a five-point scale, or the approved institutions required GPA, and must receive semester or quarter hour credits on all course work offered toward fulfillment of credential requirements. If it is not clear from the entry on an applicant's college transcripts that a particular course fulfills one of the specific credential requirements, a course description or a letter from the appropriate department chairperson should be enclosed with the credential application.

INTERSTATE AGREEMENTS

The interstate agreement, which only clears the U.S. Constitution requirement and a C grade in student teaching, applies to applicants for the Single Subject Teaching Credential who hold or are eligible for a comparable credential (for teaching a specific subject in a departmentalized classroom, not special education) from outside of California and who:

1. have completed a state-approved baccalaureate or post-baccalaureate level secondary teacher preparation program since September 30,1986, at a regionally accredited institution in a state with which California has an agreement, OR

2. hold a regular or advanced certificate for departmentalized classroom teaching issued by a state with which California has an agreement AND have taught in a departmentalized classroom in that state for 27 months within the past seven years. At least 18 months of this experience must be under the certificate. If no state certificate was required for the experience, the applicant must have taught the subject(s) to which the certificate applies in a school where student attendance satisfies the state compulsory attendance law.

STATES HAVING INTERSTATE AGREEMENTS WITH CALIFORNIA AS OF DECEMBER 7, 1992:

Alabama	Hawaii	Massachusetts	Ohio	Vermont
Connecticut	Idaho	Montana	Pennsylvania	Virginia
Delaware	Indiana	New Hampshire	Rhode Island	Washington
District of Columbia	Kentucky	New Jersey	South Carolina	West Virginia
Florida	Maine	New York	Tennessee	
Georgia	Maryland	North Carolina	Utah	

AUTHORIZATION FOR SERVICE

A teacher authorized for single subject instruction may be assigned, with his or her consent to teach any subject in his or her authorized fields at any grade level; preschool; kindergarten, and grades one through twelve, inclusive; or in classes organized primarily for adults. Governing boards determine the authorization needed for a teaching assignment.

SUPPLEMENTARY SUBJECTS

The holder of a valid Single Subject Teaching Credential may have one or more specific subjects added as a supplementary authorization when he or she verifies completion of 20 semester hours or 10 upper division semester hours of non-remedial collegiate course work in that specific subject. For more information, contact the Commission office.

CL-560 1/94

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State of California
COMMISSION ON TEACHER CREDENTIALING
Box 944270 (1812 9th Street)
Sacramento, CA 94244-2700
(916) 445-7254

RENEWAL OF PROFESSIONAL CLEAR CREDENTIALS

Your Professional Clear Teaching Credential has been granted. To renew your credential you must fulfill requirements specified in Title 5, California Code of Regulations, Section 80552. Please refer to your Professional Growth Manual for the specific requirements, which include the following:

1. **Obtain a Professional Growth Advisor** (see reverse for details).

2. **Complete an individual program of professional growth** that consists of a minimum of 150 clock hours of participation in activities that contribute to your competence, performance, or effectiveness in the profession of education. With your advisor, you must complete the Professional Growth Plan and Record form before you begin any of the activities.

   NOTE: **150 clock hours of professional growth activities must be completed during each five-year renewal cycle.** Only one set of activities needs to be completed per cycle regardless of the number of professional clear credentials that you hold. Activities apply only to the renewal cycle in which they are done; clock hours in excess of 150 may not be saved and applied toward future renewal cycles.

3. **Complete the professional service requirement** of at least one-half of a school year, or the equivalent, in a preschool, elementary school, or secondary school. Your employer must verify this service when it has been completed.

4. Submit a complete application for renewal no more than one year before your credential expires.

   Complete application includes:
   - ✔ application form (41-4)
   - ✔ Professional Growth Plan and Record form
   - ✔ Verification of Successful Service form
   - ✔ application fee (check with this office, your local school district, or county office for current fees).

Copies of the *Professional Growth Plan and Record* and *Verification of Successful Service* forms are enclosed for your use.

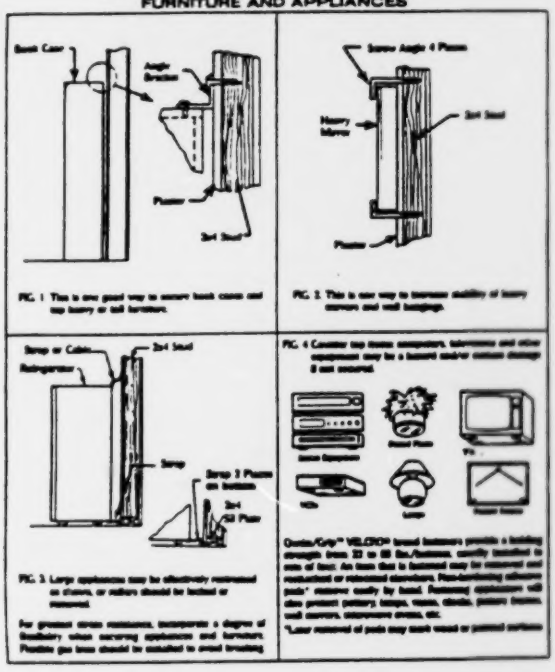
If this is your initial professional clear credential and you were recommended for the credential by a California college or university, you were either given a copy of the *Professional Growth Manual* at some time during your program or copies were available for you to pick up from the credentials office. If you did not receive one, stop by the college or university credentials office for a copy.

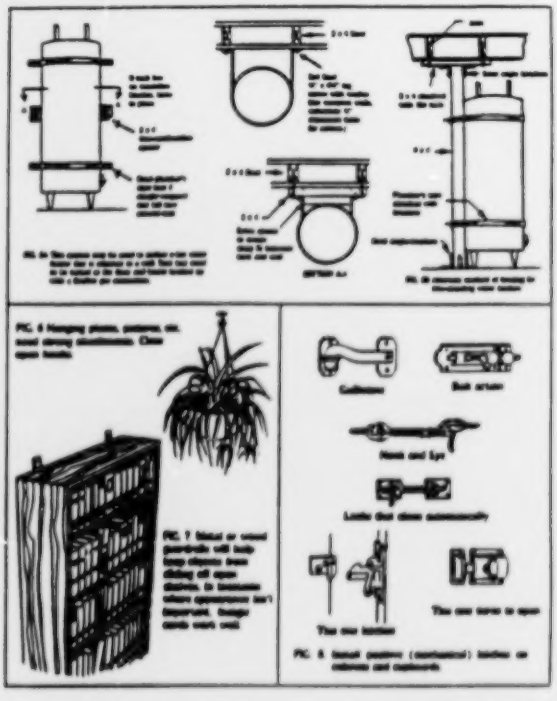
If this is your initial professional clear credential and you applied for it directly to the Commission, your *Professional Growth Manual* is enclosed.

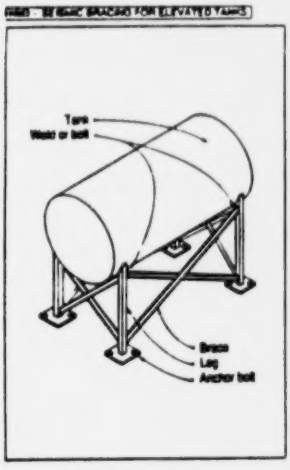
If you have held a professional clear credential in the past, you will not receive an additional copy of the *Professional Growth Manual* unless you specifically request one. In the event that you did not receive your Professional Growth Manual, or you have misplaced it, you may contact your district or county office of education to obtain one. If you are not employed by a district or county, you may contact the Commission on Teacher Credentialing at the address cited above to request a copy.

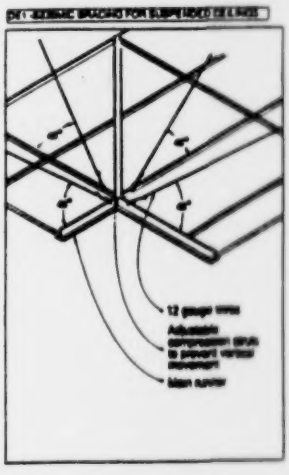
It is the responsibility of the credential holder to be aware of, and complete renewal requirements. Read the Professional Growth Manual, and consult with your advisor to help assure that you understand and comply with the regulations.

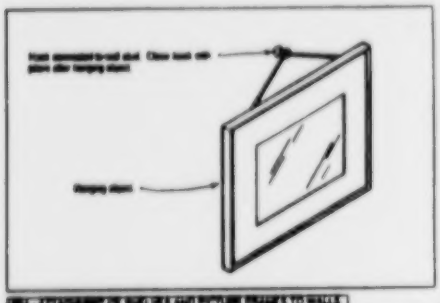
SUGGESTED METHODS FOR SECURING FURNITURE AND APPLIANCES

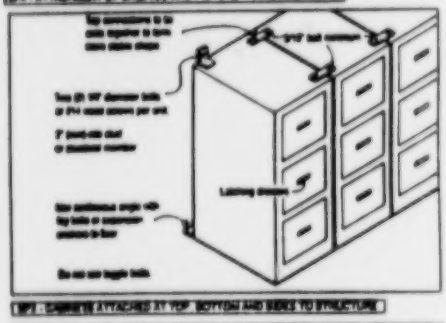


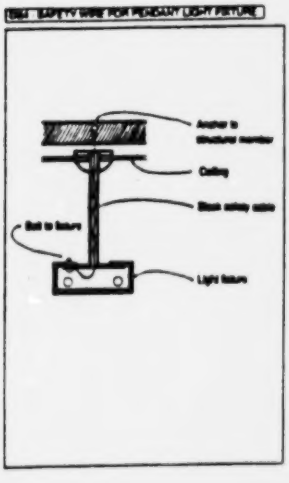


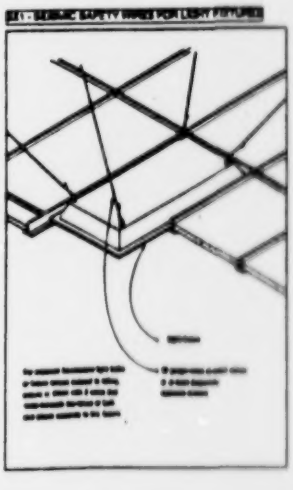


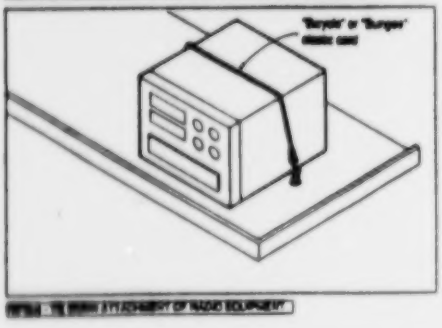












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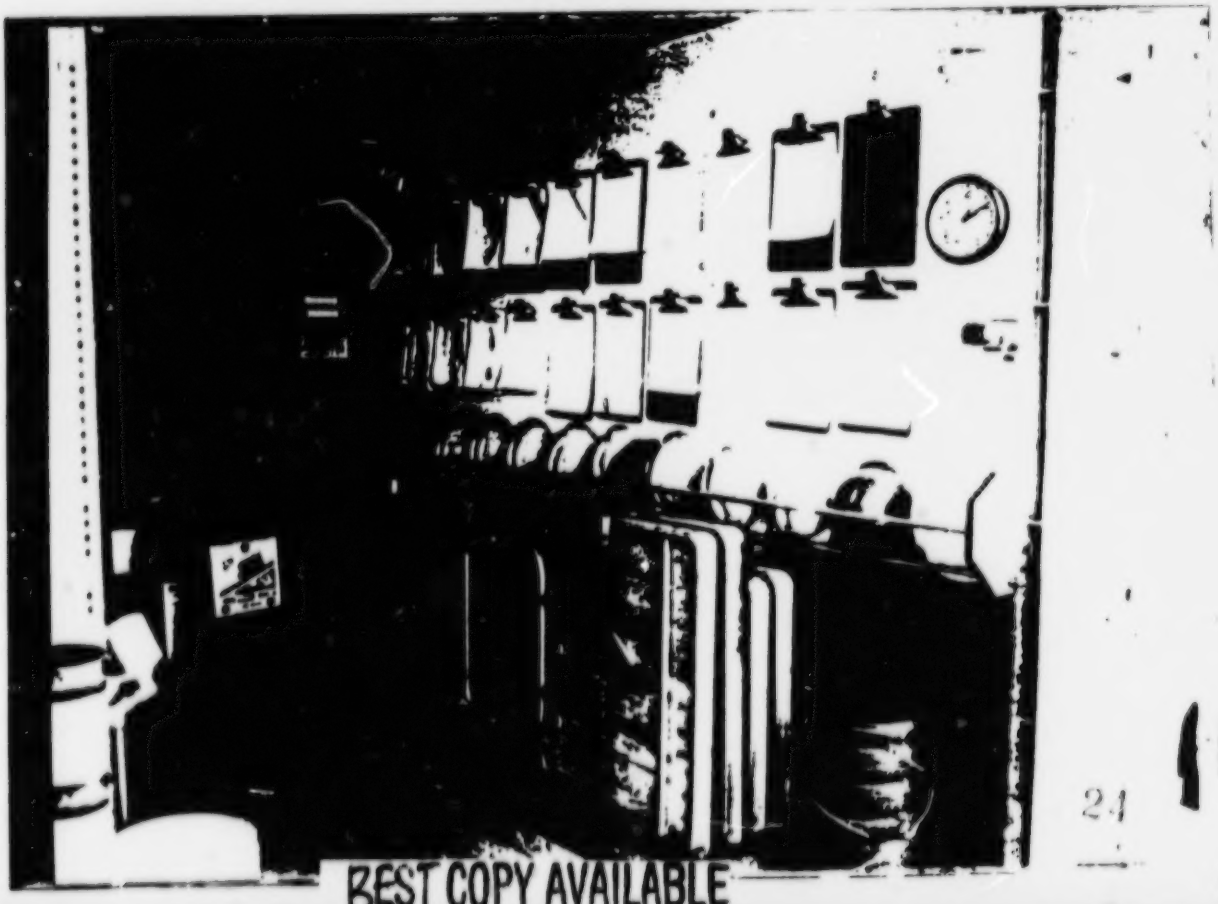
CONTAINER ORGANIZATION



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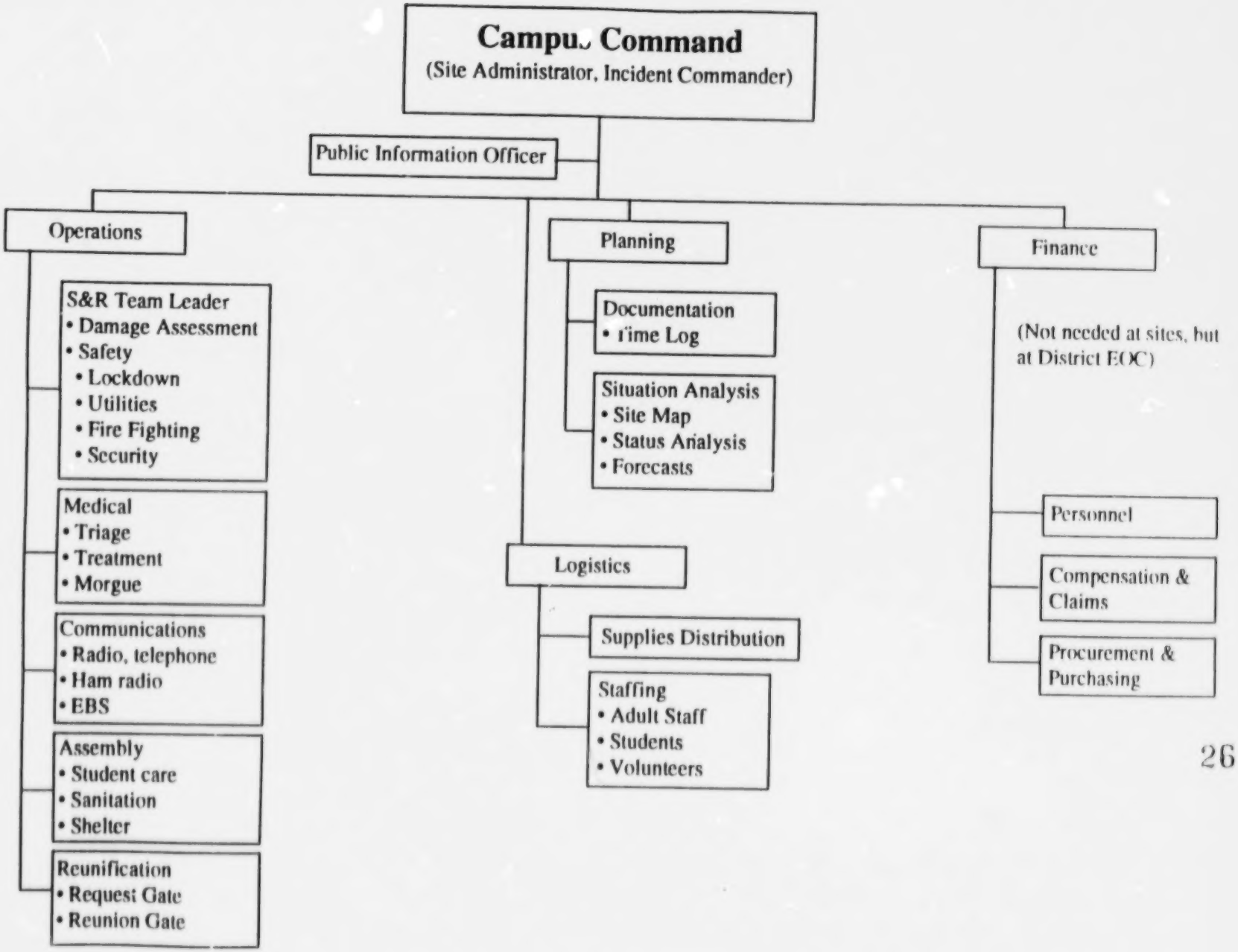
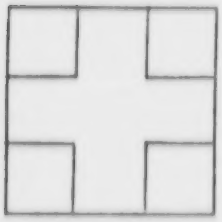
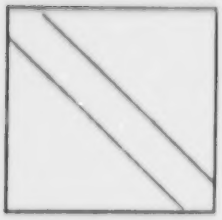
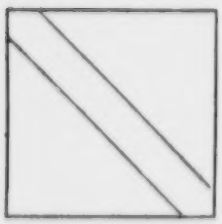

Campus Command
(Site Administrator, Incident Commander)
Public Information Officer
Operations
S&R Team Leader
• Damage Assessment
• Safety
• Lockdown
• Utilities
• Fire Fighting
• Security
Medical
• Triage
• Treatment
• Morgue
Communications
• Radio, telephone
• Ham radio
• EBS
Assembly
• Student care
• Sanitation
• Shelter
Reunification
• Request Gate
• Reunion Gate
Planning
Documentation
• Time Log
Situation Analysis
• Site Map
• Status Analysis
• Forecasts
Logistics
Supplies Distribution
Staffing
• Adult Staff
• Students
• Volunteers
Finance
(Not needed at sites, but at District EOC)
Personnel
Compensation & Claims
Procurement & Purchasing

GROUND TO AIR VISUAL INDICATORS

	COLOR	NEED/REQUEST
	RED	FIRE DEPARTMENT
	RED CROSS	PARAMEDICS, MEDICAL TREATMENT
	GREEN	SITUATION UNDER CONTROL
	BLUE	POLICE
	YELLOW	HAZARDOUS MATERIALS INCIDENT

GROUND TO AIR VISUAL INDICATORS

CONCEPT

To provide ground to air visual communications as to the status of each school site during unusual or disaster situations. Drill scenarios shall include these indicators to familiarize site personnel with their usage.

EQUIPMENT

Five full size colored sheets or bedspreads; 1 white sheet with red cross and 4 colored sheets with white diagonal stripe for identification of needs as follows:

Red	Fire Department
Green	Situation Under Control
Blue	Police
Yellow	Hazardous Materials Incident
Red Cross	Paramedics, Medical Treatment

NOTE: White diagonal stripe is one fourth of a white twin bed sheet. It does not fully extend corner to corner. The purpose of this stripe is to distinguish air visual indicators from similar colored items used as ground tarps.

One duffle type bag for storage of above with laminated "Ground to Air Visual Indicator" guide sheet permanently attached to the inside of the bag.

Adequate material(s) to insure indicators will not blow away, i.e. 5-gallon water barrels.

USAGE

The indicators are to be deployed on the playground immediately adjacent to the disaster cargo container and anchored to prevent them from blowing away. The indicators shall be used in any combination to identify the immediate needs of each school site. Upon arrival of the requested service, the indicator will be replaced into the duffle bag. This will prevent a duplication of responses. If no outside assistance is needed, the green indicator shall be deployed. 28

These indicators are clearly visible from 1500 feet elevation.

SCHOOL NAME	LOCATION	FIRST AID	POLICE	FIRE	HAZARD MAT	OK
St. Francis	Scott & Buena Vista					

HELPFUL RESOURCES

Burbank Fire Department
Burbank Unified School District
The City of Burbank

1. Disaster Preparedness Plan A Model
2. School Disaster Preparedness Program
3. Disaster Preparedness Program:
   Training Update 1993-94 for

   A) Command Post Operations
   B) Medical Treatment Options
   C) Psychological First Aid

4. School Disaster Preparedness Program-
   Student Manual

An Excellent model of disaster preparedness in the schools

The American Red Cross
Los Angeles Chapter, Valley District
14717 Sherman Way
Van Nuys, California 91405
(818) 376-1700

Division of the State Architect
"Identification and Reduction of Non-structural Earthquake Hazards in California Schools"
(916) 445-2163

Los Angeles County Office of Education
"Emergency Preparedness - A Model Plan for School Districts"
9300 East Imperial Highway
Downey, California 90242-2890

FEMA - Federal Emergency Management Agency
500 C Street
Washington, D.C. 20472
(202) 646-2812

"Tremor Troop" K-6
"Non-structural Earthquake Hazards in Schools"
"How to Help Children After a Disaster - A Guidebook for Teachers"
"School Intervention Following a Critical Incident"
"Earthquake Safety Activities for Children"

OES - Office of Emergency Services
2800 Meadowview Road
Sacramento, California 95832
(916) 322-4336

Seismic Safety Commission
1900 K Street #100
Sacramento, California 95814
(916) 322-4917

"Earthquake Ready; The Complete Preparedness Guide"
Author - Virginia Kimball; Roundtable Publishing 1992
P.O. Box 6488
Malibu, California 90265

Committee Reports

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Training.....p.33

Communication.....p.54

Structures.....p.67

Schools As Shelters....p.74

Funding.....p.77

Legal.....p.82

SUPPLIES AND EQUIPMENT

STORAGE CONTAINER

- All Schools need secure, insect free, water tight storage containers to house organized disaster supplies needed to implement mandated emergency plans.

WATER

- Schools must provide an adequate supply of drinking water.

FIRST AID SUPPLIES

- Supplies are needed to address immediate post earthquake/disaster needs. The need for training in this area cannot be over emphasized. Many injuries could be prevented with ' non-structural hazard mitigation programs.

SEARCH AND RESCUE EQUIPMENT

- The majority of rescuers after a disaster are performed by uninjured civilian rescuers. School employees will need proper equipment and training to complete this task.

ALL OTHER SUPPLIES AND EQUIPMENT

- Other supplies and equipment are needed to implement the mandated emergency plans

Senator David Roberti's
Education Earthquake Task Force
Supplies Subcommittee Report
August 2, 1994

Members Helen Fallon-Chair, Darryl Forbes, Holly Tilson

TITLE: Supplies Overview Supplies along with training are an essential part of implementing a standardized emergency plan All schools need an emergency plan (as required by the Katz Bill) that specifies responsibilities and the supplies needed to make the plan work during a disaster Children in California are at risk because this mandate has not been met by all schools

PROBLEM: Some schools/school districts have not purchased or defined a minimum standard of supplies for earthquake/disaster preparedness as intended by the Katz Bill Children are at risk because there is no clear mandate Supplies are one part of the equation but are of limited value without **training** for the employees our children are entrusted to

RECOMMENDATIONS: Specific recommendations outlined in this report should be added to existing requirements Set statewide minimum standards using per campus population basis Campus population includes students and staff The standard should reflect low, medium and high risk for earthquakes/disasters All schools will meet the minimum standards for low risk areas Schools in medium and high risk areas will be required to have more supplies on hand All schools/districts will have a plan that specifies responsibilities and conforms to the Standardized Emergency Management System (SEMS) Supplies will be organized to address SEMS School Boards will be required to review district emergency plans for compliance with SEMS

This report addresses the minimum standards for low risk areas. It does not address additional clerical, accounting and inventory supplies needed to meet the SEMS standard. This report does not address the specific needs of special education classrooms.

(Using the Burbank model, Fire Departments would oversee, maintain, inspect and have access to these supplies in the event of any emergency.)

WATER

Considerations: Because of the danger of dehydration, priority must be given to using available water for drinking purposes If the water supply is limited, it must not be used for personal hygiene, sanitation, or fire-fighting

Priority use for undrinkable water should be fire-fighting, sanitation (e.g., flushing toilets), personal hygiene and heating food containers, in that order. (An example of undrinkable water is untreated water that has been stored past the expiration date.)

Water Management should include:

- Providing an adequate supply of drinking water. **(First priority)**
- Controlling and, if necessary, limiting use of water for other purposes
- Maintaining purity of available water
- Locating an alternate water source

(Auxiliary sources of water within schools may be toilet tanks, properly strapped water heaters and water that has been stored past the expiration date. Purity of water from these sources must be determined before using as drinking water.)

Resident = attending locally assigned school, non-resident = student not attending locally assigned school

Recommendations:

The minimum standard for schools in low risk areas will be stored potable water as follows:

For resident student -1/2 gallon water/person/one day.

For non-resident student/staff - 1/2 gallon water/person/day times three days.

and

3 1/2 oz paper, biodegradable cups for dispensing water, re: 5 cups/day/person

and

an appropriate tool for dispensing the water from its original container to paper cup

Water is for thirst needs only. Small cups are recommended to control water and decrease waste.

Rationale: It has been the experience of most school districts during a moderate earthquake that the school is unable to release its resident students as quickly as families/friends are able to arrive at the school to pick them up. Therefore it is recommended for **resident students only** that schools maintain a water supply of 1/2 gallon/student/one day only.

The experts recommend maintaining a three day supply of water in every home. The recommended amounts are 1/2 gallon/person/day for thirst only and 1 gallon/person/day for thirst and sanitation needs. In a moderate earthquake transportation will be interrupted, it is unknown how quickly **non-resident students** will be reunited with their families. Therefore it is recommended for **non-resident students** that schools maintain a 1/2 gallon supply of water/student/day for three days. Staff are treated as non-resident students because they are required to serve as emergency workers per CA Ed Code. In high risk areas staff and students will be considered non-resident for purposes of determining water needs.

FIRST AID

Considerations: The **need for training** in this area **can not be over emphasized**. Many injuries sustained during an earthquake could be prevented with **Non-Structural Hazard Mitigation programs.** The three major lifesaving skills of disaster first aid are opening the airway, controlling serious bleeding and managing shock. These simple skills can be learned by anyone. The goals of disaster first aid are to prevent death and reduce complications that may lead to death.

Recommendation: The supply list is as follows:

4 x 4 compress **1000 per 500 students**
8 x 10 compress **150 per 500 students**
Kerlix bandaging **1 per student**
Ace wrap 2-inch **12 per campus**
4 inch **12 per campus**
Triangular bandage **24 per campus**
Cardboard splints **small-24, medium-24, large-24**

Aqua-Blox cases per
0.016 x students/staff = # of cases needed for flushing wounds and non-ambulatory persons

Steri-strips or butterfly bandages -
2 boxes, 50 each per campus

Neosporin 144 (box) squeeze packs **1 per campus**
Hydrogen peroxide **10 pints per campus** Hard candy, sugar
Backboard with straps **1.5 per 100 students**
Scissors, paramedic **4 per campus**
Tweezers **3 assorted per campus**
Triage tags **50 per 500 students**
Latex gloves **100 per 500 students**
Oval eye patch **50 (box) per campus**
Tapes 1-inch cloth **50 rolls per campus**
2-inch cloth **24 per campus**
Dust masks **25 per 100 students**
Disposable blanket (Richter highway blankets) **10 per 100 students**
First Aid Books **2 standard and 2 advanced per campus**
Space Blankets **1 per non-resident student/staff**

Rationale: The supply list is based on three categories of possible injuries

A Dead
1 Not breathing
B Immediate
1 Life threatening disorders
a Breathing problems
b Severe bleeding
c Shock
C Delayed
1 Non-Life threatening disorders
a Broken bones
b Controlled bleeding
c Minor burns
d Neck and back pain

SANITATION SUPPLIES

Consideration: Schools will need to establish sanitation sites for human waste on campus (i e absorbent surface- sand box, lawn) The method and location for use and storage need to be considered carefully to prevent illnesses and campus and/or water contamination Location to be predetermined and included in school plan **(Adequate training of employees will ensure proper location and supervision of sanitation sites.**

Recommendations: Supplies needed are per 100 people
one toilet kit - toilet
privacy shelter
toilet paper - 20 rolls
wet wipes - 300
plastic bags, ties - 10

Rationale: State health laws and common sense dictate provision of collection means for human waste.

SEARCH AND RESCUE EQUIPMENT

Considerations: The **need for training** in this area **can not be over emphasized.** The majority of rescues after a disaster are performed by uninjured civilian rescuers who were next to the injured people The normal emergency response organizations (fire, law enforcement, medical) first respond to hazards such as large fires and hazardous material spills Employees will need to provide their own comfortable shoes or boots to protect their feet against cuts, abrasion, and sprained ankles Highheels and sandals are unsafe Employees will also need to provide their own extra clothing and hat to protect the body from cuts, abrasions, sunburn and evening cold Employees will need to identify and understand safety hazards so as not to place themselves or others at risk of injury or death by their actions

Recommendations: The number of **2 member teams** needed by a school for SAR will be determined on a per classroom or campus acreage basis The number of SAR Teams will be adjusted up or down to accommodate searching the entire campus within 20 minutes

Protective gear **1/team member**
- Hard hat OSHA approved
- Vest
- Gloves, leather palms
- Goggles, safety
- Dust mask

Other Tools
- Pry bars 5'- 6' **2/campus**
- Pick ax 6#
- Sledge hammer 10#
- Square shovel
- Round shovel
- Utility shut off wrench **1/utility**
- Barrier tape 3" x 1000' **3/campus**
- Broom, street grade **1/campus**

Cribbing, wedges per campus
- Wooden cribbing - **18** - 2 x 4's
  - **15** - 4 x 4's
- Wedges **6/campus**

SAR First Aid Kit
- To be determined

Basic SAR Tools **1 set/campus**
- Pliers, adjustable, 10"
- Pliers, lineman, 8"
- Pry bar, 24"
- Hacksaw, mini folding
- Bolt cutters, 18"
- Hammer, 3#
- Tape, duct, "Do Not Enter"
- Plastic bags-6
- Folding shovel
- Angle head flashlight
- Screwdriver 6"
- Screwdriver, Phillips, 4"
- Utility knife
- Container to hold tools

Keys
- Master keys kept within the SC
- **1 set/ SAR Team** or
- **1 set/assigned area**

Communication (see Communications report)
- Means of intracampus communication
- Ground to Air Visual Indicators

Classroom Kit **1/classroom**

Work gloves	Vest	Goggles	Neck lanyard with whistle
Buddy List	Pry bar 18"	Aqua Blox - 3	Space Blanket - 3
Richter highway blanket - 1		Classroom roster	Chalk, pen or sharpie
Pressure dressings -3		Latex gloves - 3 pr	Paper and writing tools (pencil, pen, chalk)
Student accounting form blanks		Disaster Cards	Suitable container to hold all supplies

Rationale: Classroom Kits All classrooms have protective gear for the teacher, equipment to exit the room in case of blocked or jammed door, student accounting materials and adequate first aid supplies to treat immediate needs

Basic SAR Tools and Protective gear for rescue team Items needed for safe and efficient search and rescue

Other Tools Items needed to complete more difficult rescues and remove debris or secure campus

STORAGE CONTAINER FOR DISASTER SUPPLIES

Considerations: All storage containers (SC) for supplies must be organized, bug free, water tight and secure from vandals Ventilators on the roofs of SC allow vandals access Containers should be outside away from hazards, in a shaded area They should be large enough to hold all supplies yet allow easy access to the supplies Campus employees must have adequate number of keys to SC to ensure access to the supplies

Recommendations: An appropriate sized SC's shall be located at each school site to house the minimum standard of supplies required for that school site Local Fire Depts should have keys to SC for access to supplies in the event of any local emergency with agreement to replace within 72 hours It is highly recommended that shelving be installed in the SC to hold and organize the supplies Without organization disaster supplies will not be readily available when needed

The storage container should contain a current copy of site structural plans, and a notebook with a copy of the emergency plan, detailed responsibilities, supply inventory and location This notebook should be a comprehensive guide to emergencies and include information on assessing structural damage, dealing with psychological impact

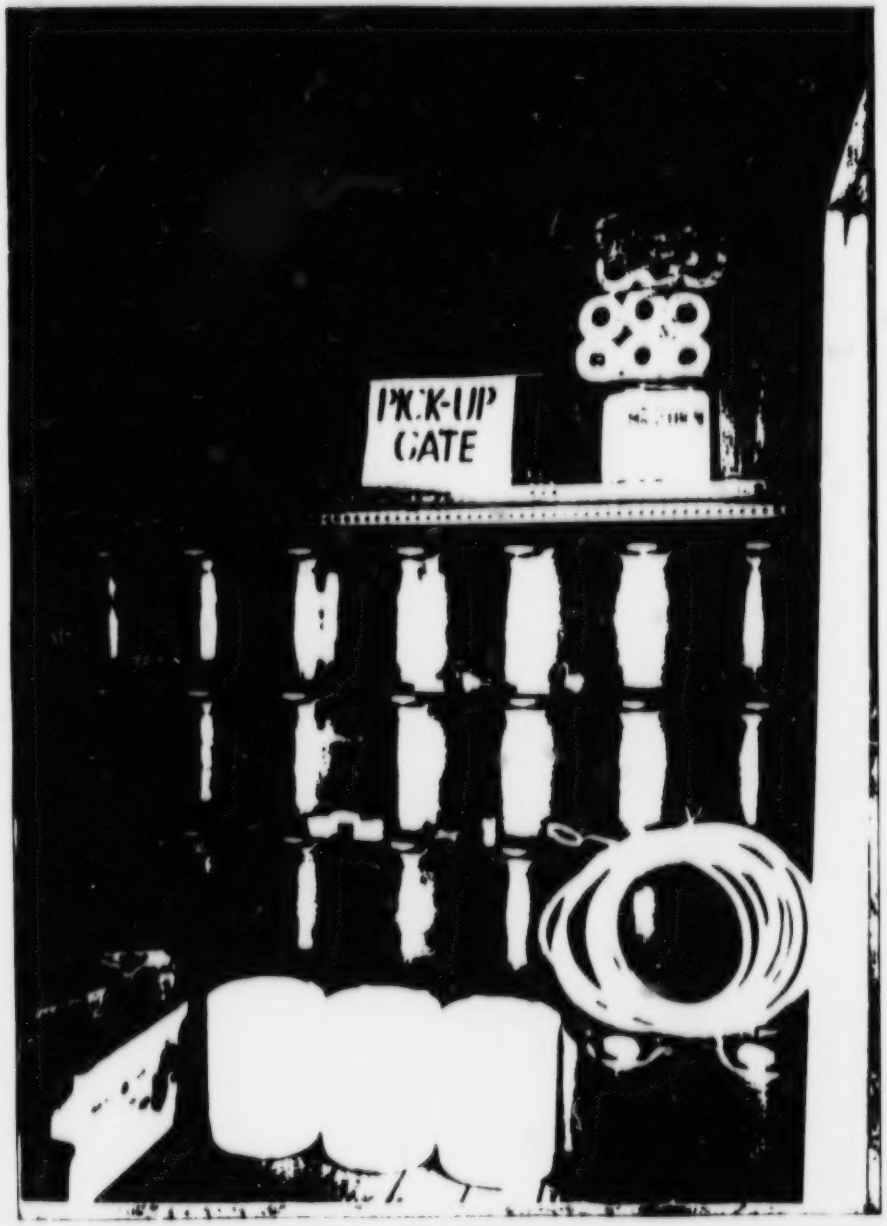
Rationale: Supplies located in one place Security Supplies will be available if needed Access to community

FOOD

Considerations: The bulk of stored food should be non-perishable and not need refrigeration or heating after opening Care should be taken to purchase foods that will not increase water needs (i.e low salt) Food is considered a low priority item (Follow up regarding the school nutrition program requirements is needed.)

Recommendations: All schools will maintain for **non-resident students/staff** a three day supply of food

Rationale: The **resident students** will most likely be released to family shortly after the quake **Non-resident students** may not be released as quickly due to transportation interruption Staff will be required to remain on campus to serve as emergency workers



WATER BARRELS

BACKBOARDS

BEST COPY AVAILABLE

OTHER SUPPLIES

Considerations: The Command Post (CP), Reunion Gate and Medical area will generate a certain amount of paper work. The persons staffing these areas need to have supplies readily available and be comfortable in order to perform their job duties. All disaster workers needed to be easily identified by sight to each other and to people coming to the school site.

Recommendations: All schools will maintain proper supplies to run an CP, Reunion Gate and Medical area.

Supplies needed	3' x 6' folding tables, **3 - 4**	chairs, **12 - 16**
	clip boards	paper, pens, pencils
	other office supplies (stapler, paper clips, etc.)	
	writing forms	other supplies as needed

All disaster workers shall be easily identified with vests or armbands preferably color coded. Trained disaster workers wear green vests. All others (medical, runners, etc.) color coded as per school plan.

FUNDING SUGGESTIONS

Considerations: **If safety is made a priority funds are available.** Use Burbank as an example of cooperative funding and interagency cooperation. Have all California Fire Depts. oversee, (purchase?), maintain, inspect and have access to these supplies in the event of any emergency/disaster. Funds are available if safety is made a priority.

Recommendations:	Existing school funds.	Existing lottery funds.
	Existing city funds.	Existing state funds.

COST ESTIMATES

Considerations: All schools/school districts have had ten years to comply with the Katz Bill. Cost of supplies will vary considerably depending on whether retail, wholesale or direct purchase from the manufacturer is obtained. **Again, if safety is made a priority funds are available.**

Recommendations: Out of existing funding, **$10 - $15/child** will be allocated for purchase of earthquake/disaster preparedness supplies. If schools/school districts have met the minimum standards for supplies, dollar amount may be spent to upgrade/supplement supplies, train employees or mitigate non-structural hazards.

Rationale: Some schools/school districts in California have set a minimum standard of supplies, have purchased supplies, have trained their employees and have mitigated or have a mitigation program for non-structural hazards in place. Some schools/school districts in California have made earthquake/disaster preparedness a priority. This obligation has been met with existing funding and/or donations. All children attending public schools in California are entitled to a school that meets the Katz's Bill mandate. If all schools/school districts had spent $1/year/student to meet the Katz's Bill mandate since it was enacted in 1984, all schools would have met or perhaps exceeded the minimum standard outlined in this report.

References: Various publications or pamphlets from

City of Burbank Disaster Services
Los Angles County Office of Education
American Red Cross
FEMA
California Office of Emergency Services
Los Angeles Unified School District

TRAINING

- Include disaster preparedness and response training in staff development approved ADA reimbursement.

- Red Cross First Aid and Disaster Training to fulfill professional growth requirements of teachers.

- School coordination with Standardized Emergency Management System; non-structural hazard mitigation, drills and evacuations.

- Require annual approval of school emergency plans by their governing board.

- Mandate an approved earthquake science and safety curriculum.

- Certify schools for developing and implementing an emergency preparedness program.

- Create a data base of earthquake/ disaster materials and make it available to every school.

- Clearly define evacuation procedures, duck, cover and hold procedures, drill definitions and training considerations.

SENATOR DAVID ROBERTI'S
EDUCATION EARTHQUAKE TASK FORCE
TRAINING SUBCOMMITTEE REPORT
July 29, 1994

COMMITTEE MEMBERS: Robert Gandy, Chair, Nancy Blumenfeld, E.Robert Bulman, Sharon Goodrich, Virginia Kimball, Jo Ann Koplin, Kathy Nelson.

PROBLEM STATEMENT:

Many school employees have the desire to do the right thing during a disaster. It appears that there is a lack of knowledge as to exactly what to do. All school personnel and students need proper training to adequately respond to a disaster and care for the on-campus population. Training, however, has been irregular, without standards, and costly to the point that some school districts resist conducting training.

RECOMMENDATIONS:

1. **Include disaster preparedness and response training in staff development approved for ADA reimbursement**. Some school districts have used one or more of the eight staff development days authorized by Ed. Code Section 52854 (See Attachment 6) for disaster preparedness training, while others have been advised that these days cannot be used for that purpose (See Attachment 7). We recommend that the code be interpreted to allow a **minimum of one day** for disaster preparedness and response training.

2. **Amend AB 2826 (Allen) School First Aid Training Bill, which permits first aid or CPR training to fulfill professional growth requirements of teachers** (See attachment 8), to include disaster training:

American Red Cross ARC5008 *Living on the Faultline* (90-minute class in earthquake safety and preparedness)

FEMA 434 *Earthquake Safety Program for Schools* (16-hour class in school earthquake preparedness and response)

FEMA 159 Curriculum: *Earthquakes: A Teacher's Package K-6 (Tremor Troop)*(4-16 hour class teaching how to teach this K-6 curriculum)

Citizen Emergency Response Training (CERT) (developed by the Los Angeles City Fire Dept., now taught by other jurisdictions) (approximately 21-hour class in disaster preparedness and response)

3. **Develop a certification program for schools that would measure the level of preparedness at that site.** Areas of certification will include Structural Safety, Non-structural Safety, Site-specific, multi-hazard Plan, Emergency Response Procedures, Drills/exercises, and Training. Measurement criteria will need to be developed.

4. **Institute a data base that would have all earthquake/disaster materials available on-line to each school district.**

5. **Mandate an approved earthquake science and safety curriculum such as FEMA 159** ***Earthquakes: A Teacher's Package, K-6 (Tremor Troop)*** **to elementary curriculum. At the secondary level, American Red Cross First Aid training is recommended to be added to the health curriculum, and further education in earthquake science and safety should be added to the science curriculum.**

6. **Amend the Katz bill (Section 35297) as follows:** (Attachment 9, revisions in italics)

"(a) A school site-specific, multi-hazard emergency/disaster plan which includes the Standardized Emergency Management System, ready for implementation at any time, for maintaining the safety and care of students and staffs, *approved annually by the governing board."*
add: "(b) A program to identify and mitigate non-structural earthquake hazards which threaten the safety of students and/or staff. Mitigation is any action taken that will result in a reduction of life and property loss."
"(c) A duck, cover, and hold procedure. As used in this article, *"duck, cover, and hold procedure"* means an activity whereby each student and staff member *takes cover under a nearby table or desk, positioning as much of the body as possible under protective cover, and holding onto the legs or side of the table or desk, and covering the eyes by leaning the face against the arm. A duck, cover, and hold* procedure practice shall be held at least once each *month* in elementary schools and at least once *each school quarter* in secondary schools."
"(d) Protective measures to be taken before, during, and following an earthquake." *"(e)* A program to ensure that the students and staff are aware of and properly trained in, the earthquake emergency procedure system. *School-wide drills shall include evacuation to an emergency assembly area with a command post supervising emergency response procedures. An annual school-wide exercise with an earthquake scenario shall be held to practice the emergency procedure system."*

See attachments:
1. Training Considerations
2. Duck, Cover, and Hold Definitions
3. Drill Definitions
4. Evacuation Considerations and Procedures
5. Sample Drill Observer Checklist
6. Education Code Section 52854
7. CA Dept. of Education letter
8. AB 2826 (Allen) Schools: First Aid Training
9. Katz Bill (Section 35297)

Attachment One **TRAINING CONSIDERATIONS**

Students

- First Aid - American Red Cross
- Earthquake science & safety - FEMA 159 *Earthquakes K-6 (Tremor Troops)*
- participation in drills
- duck, cover & hold procedures - varied locations, times

Parents/community members

- first aid & CPR: American Red Cross
- earthquake safety & preparedness: American Red Cross ARC 5008 *Living on the Faultline*
- disaster response: *Citizen Emergency Response Team* (CERT)
- written materials sent home with students
- drill observation
- participation in school wide disaster exercise
- duck, cover & hold procedures

Staff members (classified & certificated)

- Duck, cover & hold procedures - varied locations, times
- FEMA 434 *Earthquake Safety Program for Schools*
- first aid & CPR: American Red Cross
- earthquake safety & preparedness: ARC 5008 *Living on the Faultline*
- disaster response: *Citizen Emergency Response Team* (CERT)
- participation in drills and exercises
- specialized training:
  - disaster first aid
  - triage
  - medical treatment area set up
  - psychological first aid
  - crisis response teams
  - student release procedures
  - search & rescue:
    - safety procedures
    - damage assessment (including when not to enter a building)
    - systematic search procedures
    - fire suppression
    - disaster first aid
    - crowbar use (opening blocked doors, breaking windows)
  - damage assessment
  - communications: ham radio, aerial triage, use of available systems
  - fire suppression
  - command post
  - student care
  - sanitation procedures
  - student/staff accounting

Training to be provided by: American Red Cross, FEMA, Fire Dept., school personnel, private vendors, drills, staff meetings

Attachment Two

DUCK, COVER, & HOLD DEFINITIONS

When the ground begins shaking (or a duck, cover, & hold drill begins), everyone -- students, staff, and all others present take the following protective actions:

Duck, cover, & hold:

Indoors:

- **Duck**: Take cover under a nearby desk or table, positioning as much of the body as possible under **cover**.
- **Cover** eyes by leaning the face against the arm.
- **Hold** on to the table legs or side of the desk.
- Remain in position until the ground stops shaking or the teacher indicates that this phase of the drill has ended.

If there is no table or desk nearby, but there are chairs (such as an auditorium-style arrangement):

- **Duck**: Take cover under the chairs, if possible, and/or between the rows of chairs, by dropping to the floor, **holding** on, and protecting the eyes with the arm.

If there are no tables or chairs nearby (or not enough):

- **Duck**: take cover by dropping to the floor, against an interior wall, if possible. Select the closest safe place: between tables or against a wall. The "drop" position is preferred: on the floor, on the knees, leaning over to rest on the elbows, hands clasped behind the neck, face down for protection.

In the hallway:

- **Duck**: Take the "drop" position alongside the walls. Try to avoid earthquake hazards such as unsecured lockers, trophy cases, etc. Choose the closest safe place.

On stairs:

- **Duck**: Sit down, hold onto handrail, and cover eyes.

Outdoors:

- Move away from buildings, power lines, block walls, and other items which might fall.
- Take the "drop" position or sit down.

Attachment Three

DRILL DEFINITIONS

Classroom Drill:

This drill is conducted within the classroom, although all classes in the school may be participating simultaneously (notified by a bell or a scheduled time). The teacher and all others present *duck, cover, and hold* (as defined above), maintaining the safe position for 30 seconds to one minute. When the time has elapsed, the teacher directs all to rise carefully, check themselves and others for safety. It is strongly recommended that the classroom drill include one aftershock in the classroom (repeating *duck, cover, & hold* procedures) and another drill during evacuation. The classroom *duck, cover, & hold* drill can be conducted in the auditorium, cafeteria, library, and other locations.

Evacuation Drill:

This drill practices safe procedures to evacuate a classroom, a building, or the entire school. Use the evacuation procedures outlined below to pre-identify fire and earthquake evacuation routes and procedures.

School-wide Drill:

The school-wide drill begins with classroom *duck, cover, & hold* drills in the entire school, including all offices, followed by evacuation. The entire school population meets in the emergency assembly area. Disaster response procedures are tested, including:

- student and staff accounting: written status reports for command post
- command post
- student release: setting up gates and paperwork to facilitate release of students to authorized adults
- student care
- sanitation procedures
- medical treatment area
- search & rescue teams to check entire campus
- communications

Table-top Drill:

This drill involves only the adult staff members, and uses a scenario for the staff to plan how they would respond to a specific situation. It can also be used as a "walk-through" practice for specific jobs required in the school drill.

Exercise with Scenario:

This drill for advanced planning includes a school drill conducted with simulated problems such as injuries and damage. The district-wide exercise with scenario involves all school facilities in the district participating simultaneously in an exercise. The District emergency operations center participates by gathering information and simulating responses to specific situations. The exercise with scenario may be conducted with city, county, or other agency participation.

Debriefing:

Drills are conducted for the purpose of testing and training. They are intended to reveal deficiencies and problems in the written plan. Debriefing discussions should be held after every drill to evaluate and adjust the plan.

Observers:

Parents, community members, and local fire department personnel should be invited to observe school drills and exercises, and to participate in debriefing discussions. See attached sample checklist for drill observation.

Scheduling:

Drills should be conducted on different days of the week and at different times. Notification can be through the use of a bell; however, it is strongly recommended that bells not always be used to announce earthquake drills so that children will recognize that earthquakes will begin without a bell ringing.

Attachment Four

EVACUATION CONSIDERATIONS

School site emergency/disaster plan should include:

EVACUATION ROUTES: Evacuation routes should minimize exposure to hazards.

for fire: quickest route out of buildings

for earthquake: safest way out of buildings

- structural engineer can advise
- move away from buildings
- avoid walking under covered walkways, alongside block walls or buildings, under power lines, etc.

Note: It is preferable to select one main evacuation plan for both earthquake and fire; however, this may not be possible for some schools. Consider disabled population in planning routes.

- Practice evacuation routes regularly in drills.
- Include people with disabilities in drills.
- Train students and staff that planned evacuation routes may be blocked in an emergency.
- Practice alternate routes.

EMERGENCY ASSEMBLY AREA:

Select one primary assembly area for evacuation for entire school population.

Factors to consider in location of assembly area:

- underground risks: pipelines, geologic considerations (possible landslides, fault traces)
- neighborhood hazards: stored chemicals, etc.
- earthquake hazards: power lines, nearby buildings, water tanks, chain link fences (possible electrical hazard)

Select at least one back-up, off campus assembly area, such as a local park. Consider alternatives for inclement weather, such as tents.

EVACUATION PROCEDURES

During ground shaking, students and staff *duck, cover, and hold*. When ground stops shaking, teacher:

- evaluates situation; orders immediate evacuation in case of fire, chemical spill, or obvious structural damage.
- In absence of immediate critical need to evacuate, teacher continues to assess situation.
- checks for injuries
- initiates first aid for severe injuries, if necessary.
- waits until composure has been reached.
- repeats above procedure for every aftershock.
- follows school site policy regarding evacuation.

Reasons to evacuate following earthquake:

- possibility of fire, structural damage, chemical spills
- consolidates students into one area for care, freeing staff members for other assignments

Reasons to "shelter in place" (not evacuate):

- chemical spills or nearby chemical hazards
- inclement weather

Reasons to delay evacuation:

- severe injuries in classroom
- students/staff with mobility impairments
- blocked evacuation routes
- special education classes requiring assistance

Buddy teacher system:

- neighbor teachers paired at beginning of year
- check on each other after earthquake
- if no injuries/problems, evacuate classes together, one teacher at front of line, other at rear to check that all students have evacuated.
- if one class has injuries, teacher stays with injured students; other teacher takes both classes out.
- if both classes have injuries, and building appears stable, both classes wait for assistance.

Aftershocks:

- students and staff *duck, cover, & hold*
- teacher/staff repeat situation assessment and evacuation procedures detailed above.

Attachment Five

SITE OBSERVER CHECKLIST

Duck/Cover/Hold:

- ❑ The teacher led duck/cover/hold by example
- ❑ The students knew the proper procedure:
- ❑ The students ❑ ducked under cover ❑ covered their eyes ❑ held on
- ❑ Teacher gave instructions and reassurances
- ❑ Teacher checked self
- ❑ Teacher asked students to check selves and others
- ❑ Teacher waited for class composure before asking for evacuation
- ❑ Teacher checked with buddy teacher

Aftershock #1 (in classroom):

- ❑ The teacher led duck/cover/hold by example
- ❑ The students knew the proper procedure:
- ❑ The students ❑ ducked under cover ❑ covered their eyes ❑ held on
- ❑ Teacher gave instructions and reassurances
- ❑ Teacher checked self
- ❑ Teacher asked students to check selves and others
- ❑ Teacher waited for class composure before asking for evacuation
- ❑ Teacher checked with buddy teacher

Evacuation:

- ❑ Evacuation was orderly.
- ❑ Teacher evacuated last, and followed class to assembly area.
- ❑ Students sat down while teacher took roll.
- ❑ Student Accounting Form was sent to Command Post.

Aftershock #2:

- ❑ The teacher sat down
- ❑ The students sat down
- ❑ Teacher gave instructions and reassurances
- ❑ Teacher checked self
- ❑ Teacher asked students to check selves and others
- ❑ Teacher waited for class composure before proceeding with roll call

Comments:

Special Situations: If there were special situations, either planned or unplanned, during evacuation, what were they and how were they handled?

Logistics:

- ❑ The bin was open when students arrived at assembly area
- ❑ Command Post table(s), chair(s) and materials (map, markers, paper, pens, etc.) set up.
- ❑ Search/Rescue supplies set out.

Comments:

Command Post:

- ❑ Campus Commander remained at Command Post during entire drill.
- ❑ Campus Commander made visual survey of assembly area from Command Post.
- ❑ Documentation Clerk kept log of all events.
- ❑ Team leaders reported to Campus Commander.

Comments:

Search & Rescue:

- ❑ Team 1 checked for gas leaks.
- ❑ Team 1 was issued crescent wrench to check gas meter.
- ❑ Each team member was properly attired (appropriate shoes, vest, hard hat, carrying dust mask, goggles, whistle, flashlight).
- ❑ Team Leader dispatched teams to high priority areas first.
- ❑ Teams addressing high priority areas were issued appropriate equipment (e.g., crow bar).
- ❑ S&R teams completed search of their assigned areas.

Comments:

Medical Team:

Number of people assigned:_____

- ❑ First aid area was set up out of sight of the main assembly area.
- ❑ First aid barrel was located at the first aid station.
- ❑ Cots and stretchers were assembled.
- ❑ Victims were received and "treated."
- ❑ A log was kept of all treatments.

Comments:

Reunification:

Request Gate: Number of people assigned:_____ Number who were volunteers:_____

Number of parent requests processed:_____

- ❑ Table and chair(s) set up and materials available.
- ❑ Parent(s) handled calmly and respectfully.
- ❑ Runners were available to handle requests.
- ❑ Appropriate forms were available for use (i.e., runner form, student emergency release form).

Reunion Gate: Number of people assigned:_____ Number who were volunteers:_____

Number of parent requests processed:_____

- ❑ Table and chair(s) set up and materials available.
- ❑ Parent(s) handled calmly and respectfully.

Comments:

Communications:

- ❑ Communications Officer filled out Site Status Report.

Attachment Six

Library References

States ⇨164.
C.J.S. States § 262.

§ 52854. Time during regular school year to advise students or conduct staff development programs

A school site council may request, as part of its school plan, the provision of time during the regular school year to advise students or conduct staff development programs and receive full average daily attendance reimbursement under the provisions of Section 46300. That time shall not exceed eight days each year for each participating staff member.

(Added by Stats.1981, c. 100, p. 683, § 25, operative Jan. 1, 1982.)

Attachment Seven

MAR 08 '91 12:54 ISSD P.02

CALIFORNIA STATE DEPARTMENT OF EDUCATION
721 Capitol Mall; P.O. Box 944272
Sacramento, CA 94244-2720

Bill Honig
Superintendent
of Public Instruction

March 8, 1991

Dick Tighe
Assistant Superintendent, Business
Burbank Unified School District
330 N. Buena Vista Street
Burbank, CA 91505

Dear Mr. Tighe:

This is to confirm our phone conversation in which I stated that the district could not use one or more of the eight staff-development days authorized by Ed Code Section 52854 for the purpose of providing training to school staff in the area of disaster preparedness.

The rationale that supports this denial is that Ed Code Section 52854 is a part of the School-Based Coordinated Program provisions of the Ed Code and any staff development activities taken under this section must meet the intent of the school-based provisions.

The intent of SBCP is to improve the curriculum and the instructional program of the school. Disaster preparedness, while a valuable and necessary element, is not a part of a school's curriculum.

As I told you, I checked this interpretation with both the Division Manager and Deputy Superintendent of Instruction here in the Department. Both concur that disaster-preparedness training falls outside the focus of Ed Code Section 52854.

If you need any additional clarification on this issue please contact me.

Sincerely,

Jim McIlwrath

Jim McIlwrath, Consultant
Office of School Improvement
(916) 322-5954

AB 2826 (ALLEN): SCHOOLS: FIRST AID TRAINING
AMENDED: MAY 27, 1994
STATUS: SENATE FLOOR, SECOND READING

SUMMARY

This bill makes changes in the law relative to professional growth requirements of teachers, and permits schools and school districts to provide first aid or cardiopulmonary resuscitation (CPR) training to pupils and employees.

BACKGROUND

1. Education Code Section 44277 states the minimum requirements for maintaining a valid teaching credential, including completion of an individual program of professional growth which consists of a minimum of 150 clock hours of participation in activities which contribute to competence, performance, or effectiveness in the profession of education, as specified.

2. The law further allows an individual program of professional growth to include a basic course in cardiopulmonary resuscitation (CPR) which shall count towards the required clock hours.

ANALYSIS

This bill:

1. Permits an individual program of professional growth to include a course in CPR or a first aid course that includes CPR training, and provides that either option count as 10 hours towards the required clock hours.

2. Authorizes a school district or school, individually or jointly with another district or school, to provide a comprehensive program in first aid or CPR training, or both, to pupils and employees, pursuant to specified guidelines.

3. Requires that each school or district that develops a training program report to the Assembly Education Committee on or before January 1, 1997, as to the success of or problems with the program, and other information as specified.

STAFF COMMENTS

1. According to the author, there is a lack of qualified staff in our public schools who are trained in the lifesaving techniques of CPR and first aid. Teachers are required to learn CPR in order to receive their credential, but there is no incentive for them to maintain this training.

2. Although the stated purpose of the report to the Assembly Education Committee is to make the information available to other school districts throughout the state to better implement the program, the bill does not include a prescribed method for distribution.

SUPPORT
California State Firefighters' Association

AB 2826

AMENDED IN SENATE MAY 27, 1994
AMENDED IN ASSEMBLY MAY 2, 1994

Introduced by Assembly Member Allen
February 14, 1994

An act TO AMEND SECTION 44277 OF, AND TO ADD SECTION 49413 TO, THE EDUCATION CODE, relating to schools.

LEGISLATIVE COUNSEL'S DIGEST

AB 2826, as amended, Allen. Schools: first aid training.
Existing law requires the governing board of a school district, county superintendent of schools, or principal of any public or private school to equip the school with a first aid kit, as specified. Existing law authorizes specified money to be used for members of a school district police department to be trained in, among other things, CPR and first aid. Existing law requires the study of CPR as one of the minimum requirements for receiving the professional multiple or single subject teaching credential.

This bill would declare the Legislature's intent to encourage school districts to develop a program whereby the staff and pupils in the district would understand the importance of first aid and cardiopulmonary resuscitation training and would have the opportunity to develop these skills.

This bill would [~~also declare that it is the intent of the Legislature that school districts participating in the development of a program of first aid and cardiopulmonary resuscitation training~~] AUTHORIZE A SCHOOL DISTRICT OR SCHOOL, INDIVIDUALLY OR JOINTLY WITH ANOTHER SCHOOL DISTRICT OR SCHOOL, TO PROVIDE A COMPREHENSIVE PROGRAM IN FIRST AID OR CPR, OR BOTH. THE BILL WOULD SPECIFY GUIDELINES TO BE USED IN DEVELOPING THE PROGRAM AND WOULD REQUIRE EACH SCHOOL DISTRICT OR SCHOOL THAT DEVELOPS A PROGRAM TO report to A SPECIFIED COMMITTEE OF the Legislature on or before January 1, 1997, as to the success of the program and any concerns raised in the program including information regarding the ratio of trained staff to the total pupil enrollment per school.

Vote: majority. Appropriation: no. Fiscal committee: [~~no~~] YES. State-mandated local program: no.

The people of the State of California do enact as follows:

SECTION 1. SECTION 44277 OF THE EDUCATION CODE IS AMENDED TO READ:
44277. The Legislature recognizes that effective professional growth must continue to occur throughout the careers of all teachers, in order that teachers remain informed of changes in pedagogy, subject matter, and [~~student~~] PUPIL needs. In enacting this section, it is the intent of the Legislature to establish professional growth requirements that give individual teachers a wide range of options to pursue as well as significant roles in determining the course of their professional growth.

(a) The minimum requirements for maintaining the validity of the clear multiple or single subject teaching credential pursuant to Section 44251 [~~shall be~~] ARE both of the following:

(1) Successful service as a classroom teacher or successful service authorized by a services credential. The minimum length of service shall be equivalent to one-half of a school year.

(2) Completion of an individual program of professional growth as prescribed in this section and by the commission.

(b) An individual program of professional growth shall consist of a minimum of 150 clock hours of participation in activities which contribute to competence, performance, or effectiveness in the profession of education. Acceptable activities shall be defined by the commission to include, among other acceptable activities, the completion of courses offered by regionally accredited colleges and universities; participation in professional conferences, workshops, teacher center programs or staff development programs; service as a mentor teacher pursuant to Section 44496; participation in school curriculum development projects; participation in systematic programs of observation and analysis of teaching; service in a leadership role in a professional organization; and participation in educational research or innovation efforts. Employing agencies and employees' bargaining agents may negotiate to agree on the terms of programs of professional growth within their jurisdictions, provided that the agreements [~~shall be~~] ARE consistent with the provisions of this section.

(c) An individual program of professional growth shall be developed and planned by the holder of a clear teaching credential.

(d) [~~Effective January 1, 1991, an~~] AN individual program of professional growth may include a basic course in cardiopulmonary resuscitation (CPR), which includes training in the subdiaphragmatic abdominal thrust (also known as the "Heimlich maneuver"), [~~which is~~] OR A FIRST AID COURSE THAT INCLUDES CPR TRAINING. TRAINING IN CPR SHALL BE BASED ON STANDARDS THAT ARE at least equivalent to the standards [~~for these courses established~~] CURRENTLY USED by the American Heart Association or the American Red Cross. [~~Should an individual teacher choose to participate in this~~] THIS training [~~option it~~] shall count AS 10 HOURS towards the minimum 150 clock hours required to satisfy the professional growth requirements.

(e) Before a holder of a clear teaching credential commences or amends an individual program of professional growth, a school principal, a mentor teacher provided for in Section 44496, or other district designee shall certify to the credentialholder that the planned program or amendment complies with this section and with regulations of the commission.

(f) A clear teaching credential [~~shall be~~] IS deemed to remain valid so long as the holder of the credential, at five-year intervals, submits to the commission verification by a school principal, a mentor teacher, or other district designee that the holder has satisfied the minimum requirements specified in subdivision (a). In the absence of adequate verification, the commission shall invalidate the credential. Verification by a school principal, a mentor teacher, or other district designee shall be independent of any evaluation of the performance of the holder of the clear teaching credential that is conducted for the purpose of determining the credentialholder's employment status. The arbitrary refusal of a school principal, a mentor teacher, or other district designee to verify completion of an individual program of professional growth meeting the requirements of this section and commission regulations shall constitute grounds for an appeal as prescribed in Section 44278.

SEC. 2. SECTION 49413 IS ADDED TO THE EDUCATION CODE, TO READ:

49413. (a) The Legislature recognizes the importance of first aid and cardiopulmonary resuscitation training. [~~It~~] IN ENACTING THIS SECTION, IT is the intent of the Legislature to encourage school districts AND SCHOOLS, individually or jointly, to develop a program whereby their staff and pupils

understand the importance of this training and have an appropriate opportunity to develop these skills. ~~[It is the intent of the Legislature that training in cardiopulmonary resuscitation meet the most recent guidelines as published in the Journal of the American Medical Association.]~~

~~[(b) It is the intent of the Legislature that school districts work with existing resources, such as, but not limited to, parent teacher associations, local hospitals, school nurses, local fire departments, and other local safety agencies to make first aid and cardiopulmonary resuscitation training available to school district staff and pupils. School districts should compile a list of available resources within the district and distribute this information to all schools under its jurisdiction.]~~

~~[(c) It is the intent of the Legislature that the districts participating in the development of a program of first aid and cardiopulmonary resuscitation training report to the Legislature.]~~

(B) A SCHOOL DISTRICT OR SCHOOL, INDIVIDUALLY OR JOINTLY WITH ANOTHER SCHOOL DISTRICT OR SCHOOL, MAY PROVIDE A COMPREHENSIVE PROGRAM IN FIRST AID OR CARDIOPULMONARY RESUSCITATION (CPR) TRAINING, OR BOTH, TO PUPILS AND EMPLOYEES. THE PROGRAM SHALL BE DEVELOPED USING THE FOLLOWING GUIDELINES:

(1) THE SCHOOL DISTRICT OR SCHOOL COLLABORATES WITH EXISTING LOCAL RESOURCES, INCLUDING, BUT NOT LIMITED TO, PARENT TEACHER ASSOCIATIONS, HOSPITALS, SCHOOL NURSES, FIRE DEPARTMENTS, AND OTHER LOCAL AGENCIES THAT PROMOTE SAFETY, TO MAKE FIRST AID OR CPR TRAINING, OR BOTH, AVAILABLE TO THE PUPILS AND EMPLOYEES OF THE SCHOOL DISTRICT OR SCHOOL.

(2) EACH SCHOOL DISTRICT THAT DEVELOPS A PROGRAM, OR THE SCHOOL DISTRICT THAT HAS JURISDICTION OVER A SCHOOL THAT DEVELOPS A PROGRAM, COMPILES A LIST OF RESOURCES FOR FIRST AID OR CPR INFORMATION, TO BE DISTRIBUTED TO ALL OF THE SCHOOLS IN THE DISTRICT.

(3) THE FIRST AID AND CPR TRAINING ARE BASED ON STANDARDS THAT ARE AT LEAST EQUIVALENT TO THE STANDARDS CURRENTLY USED BY THE AMERICAN RED CROSS OR THE AMERICAN HEART ASSOCIATION.

(C) EACH SCHOOL DISTRICT OR SCHOOL THAT DEVELOPS A PROGRAM PURSUANT TO SUBDIVISION (B) SHALL REPORT TO THE ASSEMBLY EDUCATION COMMITTEE on or before January 1, 1997, as to the success of the program and any concerns raised in the program, so that this information may be made available to other school districts throughout the state to better implement this program. The report [~~should~~] SHALL contain information regarding how many school staff and pupils have participated in this training as well as the ratio of cardiopulmonary resuscitation or first aid trained staff to the total pupil enrollment on a per school basis.

Attachment Nine

Assembly Bill No. 2786

CHAPTER 1639

An act to amend Sections 40041 and 40042 of, to add Section 40041.5 to, and to add Article 10.5 (commencing with Section 35295) to Chapter 2 of Part 21 of, the Education Code, relating to emergency procedures.

[Approved by Governor September 30, 1984. Filed with Secretary of State September 30, 1984.]

LEGISLATIVE COUNSEL'S DIGEST

AB 2786, Katz. Emergency procedures: earthquakes and disasters.

(1) Under existing law, the governing board of each school district is required to maintain schools and classes as provided by law.

This bill would impose a state-mandated local program by requiring the governing board of each school district and the county superintendent of schools of each county to establish an earthquake emergency procedure system, as specified, in every public school building under its jurisdiction having an occupant capacity of 50 or more students or more than one classroom.

This bill would also require the governing board of each private school to establish emergency earthquake procedure systems in every school building having an occupied capacity of 50 or more students or more than one class.

(2) Under current provisions of the so-called "Civic Center Act," the governing board of a school district may grant the use of school facilities or grounds to public agencies, including the American Red Cross, for mass care and shelters during disasters or other emergencies affecting the public health and welfare. In addition, the governing board of a school district is authorized to provide any services deemed necessary by the governing board to meet the needs of the community.

This bill would impose a state-mandated local program by requiring the governing board of a school district to grant the use of school buildings, grounds, and equipment to public agencies, including the American Red Cross, for mass care and welfare shelters during disasters or other emergencies affecting the public health and welfare. The governing board of a school district would also be required to cooperate with these public agencies in furnishing and maintaining such services as the governing board may deem necessary to meet the needs of the community.

(3) Article XIII B of the California Constitution and Sections 2231 and 2234 of the Revenue and Taxation Code require the state to reimburse local agencies and school districts for certain costs mandated by the state. Other provisions require the Department of

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Finance to review statutes disclaiming these costs and provide, in certain cases, for making claims to the State Board of Control for reimbursement.

This bill would provide that no appropriation is made by this act for the purpose of making reimbursement pursuant to the constitutional mandate or Section 2231 or 2254, but would recognize that local agencies and school districts may pursue their other available remedies to seek reimbursement for these costs.

(4) This bill would provide that notwithstanding Section 2231.5 of the Revenue and Taxation Code, this act does not contain a repealer, as required by that section; therefore, the provisions of the act would remain in effect unless and until they are amended or repealed by a later enacted act.

The people of the State of California do enact as follows:

SECTION 1. Article 10.5 (commencing with Section 35295) is added to Chapter 2 of Part 21 of the Education Code, to read:

Article 10.5. Earthquake Emergency Procedures

35295. The Legislature finds and declares the following:

(a) Because of the generally acknowledged fact that California will experience moderate to severe earthquakes in the foreseeable future, increased efforts to reduce earthquake hazards should be encouraged and supported.

(b) In order to minimize loss of life and disruption, it is necessary for all public or private elementary schools and high schools to develop school disaster plans and specifically an earthquake emergency procedure system so that students and staff will act instinctively and correctly when an earthquake disaster strikes.

(c) It is therefore the intent of the Legislature in enacting this article to authorize the establishment of earthquake emergency procedure systems in kindergarten and grades 1 through 12 in all the public or private schools in California.

35296. The governing board of each private school and school district and the county superintendent of schools of each county shall establish an earthquake emergency procedure system in every public or private school building under its jurisdiction having an occupant capacity of 50 or more students or more than one classroom. Governing boards and county superintendents may work with the Office of Emergency Services and the Seismic Safety Commission to develop and establish the earthquake emergency procedure systems.

35297. The earthquake emergency procedure system shall include, but not be limited to, all of the following:

(a) A school building disaster plan, ready for implementation at any time, for maintaining the safety and care of students and staffs.

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(51)

(b) A drop procedure. As used in this article, "drop procedure" means an activity whereby each student and staff member takes cover under a table or desk, dropping to his or her knees, with the head protected by the arms, and the back to the windows. A drop procedure practice shall be held at least once each school quarter in elementary schools and at least once a semester in secondary schools.

(c) Protective measures to be taken before, during, and following an earthquake.

(d) A program to ensure that the students and staff are aware of, and properly trained in, the earthquake emergency procedure system.

SEC. 2. Section 40041 of the Education Code is amended to read:

40041. (a) There is a civic center at each and every public school facility and grounds within the state where the citizens, parent-teachers' associations, camp fire girls, boy scout troops, farmers' organizations, school-community advisory councils, senior citizens' organizations, clubs, and associations formed for recreational, educational, political, economic, artistic, or moral activities of the public school districts may engage in supervised recreational activities, and where they may meet and discuss, from time to time, as they may desire, any subjects and questions which in their judgment pertain to the educational, political, economic, artistic, and moral interests of the citizens of the communities in which they reside.

(b) The governing board of any school district may grant the use of school facilities or grounds as a civic center upon the terms and conditions the board deems proper, subject to the limitations, requirements, and restrictions set forth in this article, for any of the following purposes:

(1) Public, literary, scientific, recreational, educational, or public agency meetings.

(2) The discussion of matters of general or public interest.

(3) The conduct of religious services for temporary periods by any church or religious organization which has no suitable meeting place for the conduct of the services, provided the governing board charges the church or religious organization using the school facilities or grounds a fee as specified in subdivision (c) of Section 40043.

(4) Child care or day care programs to provide supervision and activities for children of preschool and elementary school age.

(5) The administration of examinations for the selection of personnel or the instruction of precinct board members by public agencies.

(6) Supervised recreational activities.

(7) Other purposes deemed appropriate by the governing board.

SEC. 3. Section 40041.5 is added to the Education Code, to read:

40041.5. Notwithstanding Section 40043, the governing board of any school district shall grant the use of school buildings, grounds,

and equipment to public agencies, including the American Red Cross, for mass care and welfare shelters during disasters or other emergencies affecting the public health and welfare. The governing board shall cooperate with these agencies in furnishing and maintaining such services as the governing board may deem necessary to meet the needs of the community.

SEC. 4. Section 40042 of the Education Code is amended to read:

40042. The management, direction, and control of school facilities under this article is vested in the governing board of the school district which shall promulgate all rules and regulations necessary to provide, at a minimum, for the following:

(1) Aid, assistance, and encouragement to any of the activities authorized in Sections 40041 and 40041.5.

(2) Preservation of order in school facilities and on school grounds, and protection of school facilities and school grounds, including, if the governing board deems necessary, appointment of a person who shall have charge of the school facilities and grounds for purposes of their preservation and protection.

(3) That the use of school facilities or grounds is not inconsistent with the use of the school facilities or grounds for school purposes or interferes with the regular conduct of schoolwork.

SEC. 5. Notwithstanding Section 6 of Article XIII B of the California Constitution and Section 2231 or 2234 of the Revenue and Taxation Code, no appropriation is made by this act for the purpose of making reimbursement pursuant to these sections. It is recognized, however, that a local agency or school district may pursue any remedies to obtain reimbursement available to it under Chapter 3 (commencing with Section 2201) of Part 4 of Division 1 of that code.

SEC. 6. Notwithstanding Section 2231.5 of the Revenue and Taxation Code, this act does not contain a repealer, as required by that section; therefore, the provisions of this act shall remain in effect unless and until they are amended or repealed by a later enacted act.

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COMMUNICATION

- Individual school sites must have a well planned system for both internal and external communication.

- Backup power or alternative forms of communication should be integrated into each school plan.

- School personnel, school Board Members and parent volunteers must be trained to use the forms of communication at their site on an annual basis.

- Practice drills utilizing communication tools must be conducted on a regular basis.

Senator David Roberti's
Education Earthquake Task Force
Communications Subcommittee Report
July 15, 1994

Committee Members: Ron Derderian, Ron Garner, Nancy Blumenfeld, JoAnn Koplin

Problem Statement:

Communication during an emergency is critical to the safety of our children and the community. Individual school sites do not have a well planned system for internal and external communications. Back up power or alternative forms of communications should be integrated into each school plan and are often nonexistent. Local telephone service should not be relied upon as a form of emergency communication. School personnel should be trained in the various forms of communication at their site.

Recommendations:

1. Determine alternate on-site and off-site communication needs and develop a plan to convey emergency information to parents. Utilize guidelines set up in the FEMA "Guidebook for Developing a School Earthquake Safety Program" (Jan. 1990) and "Earthquake Safety Program for Schools" (Sept. 1992). (see attached)

2. On site and off-site communications to be defined as follows:

   Internal communication is to be defined as forms of communication for use within the school district. This will include: (see attached diagram)

   A. Individual school site to District Emergency Operations Center (EOC)
   B. Site administration to classroom
   C. Site administration to site emergency personnel
   D. Site personnel to student
   E. Site personnel to parents

   External communication is to be defined as forms of communication for use outside the school district to city and county services. This will include:

   A. School district EOC to City EOC
   B. City EOC to Police department
   C. City EOC to Fire department
   D. City EOC to County and State assistance

3. Forms of communication to be utilized will include:

For all external communications and Individual school site to district EOC, the following is recommended in order of priority:

1. Ham Radios (requires FCC license)
2. 2-Way Radios (walkie talkies)
3. Cellular telephones
4. Computer Modems

For Internal communications within a school site, the following is recommended in order of priority:

1. PA systems with back up generator
2. Bell systems with back up generator
3. Megaphones
4. Whistles

5. All forms of communication chosen by a district must include:

-Approval to purchase necessary equipment by the governing board
-Campus Command assignments
-A training program for proper use
-Practice drills
-Back up form of communication
-Maintenance of equipment

6. Each school site must institute a Campus Command Post. Follow guidelines set forth in "Disaster Preparedness Plan, A Model".

7. Training programs to familiarize personnel with all forms of communication are critical to the use of such equipment in the event of an emergency. Ham Radio training includes licensing by the FCC.

8. Practice drills must include use of radios, bells, PA systems or megaphones to insure that all personnel are familiar and comfortable with all forms of communication.

9. Back up generators must be installed for bell systems and PA systems. Extra batteries must be available for all radios and all systems must be maintained and checked on a regular basis.

11. Student runners or messangers are to be used with caution on school grounds. Hazardous areas should be identified and off limits to students. Advance parental permission is recommended if students are to be used in emergency situations.

12. If ground to air visual indicators are included in the emergency supplies at a school site, we recommend they use a standardized banner. (see enclosed instructions) In addition, a banner or sign with your school name should be visible from the air.

13. City DCS (Disaster Communication System) groups are a resource available to public schools. DCS members are FCC licensed to operate ham radios.

Funding

1. Communication equipment should be included as expenditures which are reimbursable by FEMA for earthquake mitigation. This would allow all districts to utilize the best methods of communication.

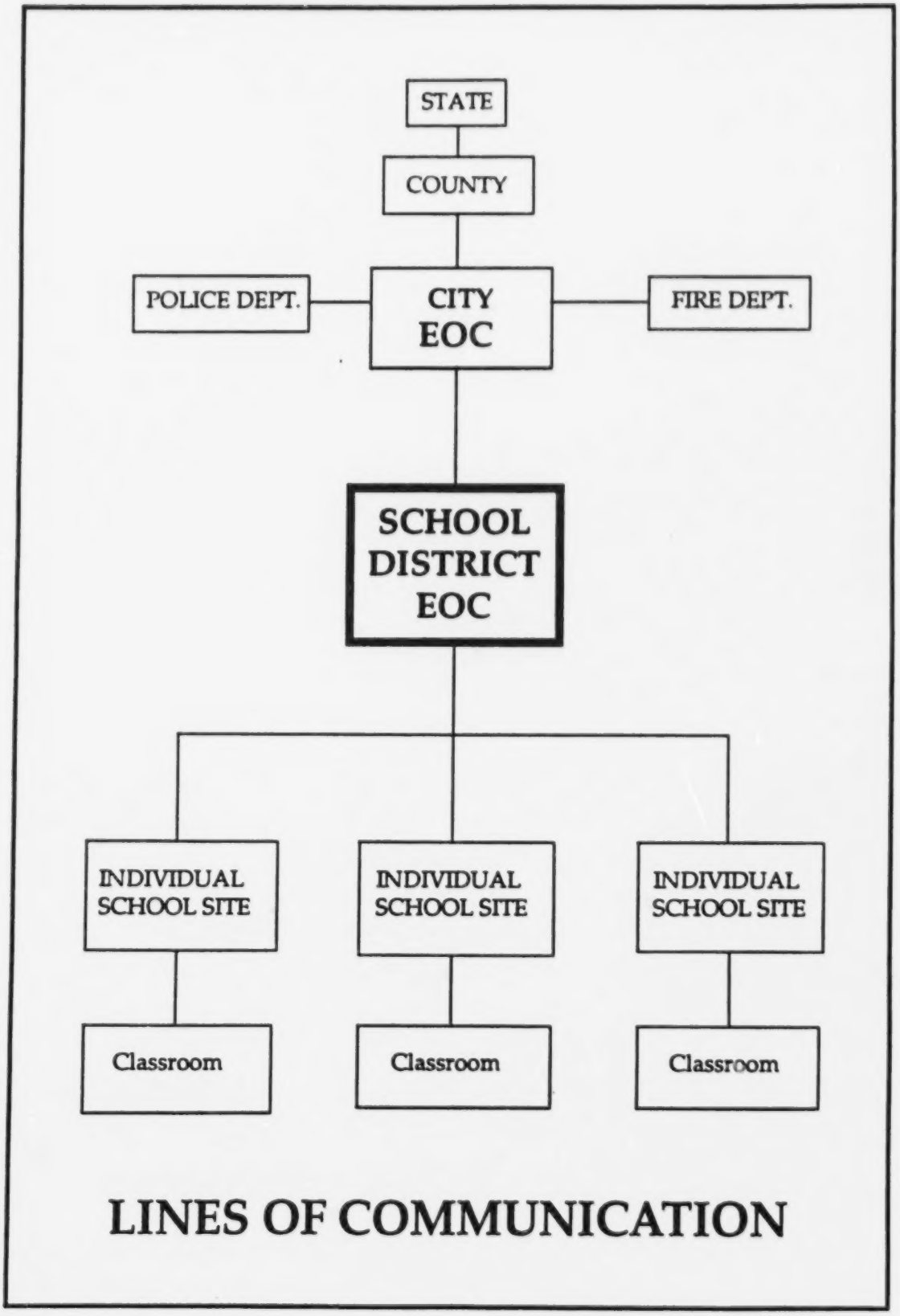
2. A State Bonid issue could provide a tiered statewide emergency communication network, including necessary equipment, procedures and dedicated frequencies.

Attachments Include:

1. Ground to Air Visual Indicators provided by Burbank Unified School District.

2. FEMA Guidebook for Developing a School Earthquake Safety Program : Communications chapter

3. Earthquake Safety Program for Schools : section 6, Communications



LINES OF COMMUNICATION

COMMUNICATIONS

OBJECTIVES

At the conclusion of this unit, you will be able to:

1. Describe emergency information that must be conveyed to parents;

2. Determine alternate on-site and off-site communication methods;

3. Explain the need for a public information officer; and

4. Describe the available resources to teach others in your schools (or district) about earthquake communications.

THE ROLE OF COMMUNICATIONS

An effective communications plan answers the information needs of students, parents, and the general public before and after an earthquake occurs. It should address the loss of electrical power or telephone lines after an earthquake and set procedures for informing parents what will happen before and after an earthquake.

If parents aren't repeatedly made aware of your earthquake safety policies, they may risk their safety and impede your operations to retrieve their children by flooding the system with phone calls (if the system is working), creating a major traffic jam in front of your school and impatiently coming onto school yard to get their children without checking in or out. In addition, unauthorized persons, such as neighbors, friends, or relatives may show up to take students home. Parents should be advised of the school's emergency plans/earthquake safety policies at the beginning of each academic year, at parent meetings, and in frequent letters home.

The following information should be conveyed to parents:

No student will be dismissed from school in the event of an earthquake unless a parent/guardian (or individual designated by a parent) comes for him/her.

No child will be allowed to leave with another person, even a relative or babysitter, unless we have written permission. With this in mind, if your child's emergency card is not up to date, please request a new card from our office.

Earthquake Preparedness
A Checklist for Parents

- ☐ Ask about the earthquake preparedness plan at your child's school. (By California Law, every public and private school with 50 or more students or more than one classroom must have an earthquake emergency procedure plan.)
- ☐ Volunteer your assistance at your child's school. For example: offer your time and materials to help secure classroom furniture which may move or topple over; build a storage shed for emergency supplies; and sew banners or vests to identify school emergency staff and gathering areas.
- ☐ Support the earthquake preparedness actions taken by your school board, district and PTA.
- ☐ Send an emergency "comfort" kit to school with your child. In addition to typical emergency items such as a change of clothing, flashlight, water and non-perishable snacks, etc., you may want to include some family photos, a special note and a favorite toy or book. If your child has any special allergies or requires daily medication, inform your child's teacher and include an extra supply in his or her kit.
- ☐ Review and update the information on your child's emergency card. Make sure you authorize someone nearby to pick up your child in case you are unable to do so after an earthquake.
- ☐ Involve your children in earthquake safety measures at home. Conduct a hazard hunt for things that might fall, move, slide, or block doors and injure someone. Put together emergency supplies and include provisions for your pets.
- ☐ Develop a family plan. Discuss safety and danger spots at home. Know what to do if you are inside and outside, how to evacuate and where to reunite. Do you know that *doorways* are no longer the safest place to be during the shaking? **Practice duck-cover-and hold!**
- ☐ Talk about what will happen if your family is temporarily separated. When you leave your children with a sitter or at home alone before or after school, take special care to discuss what they should do during and after the quake.
- ☐ Talk about how and why earthquakes happen and what can be done to prepare. You can turn fear into fascination. Research has shown that those who are informed about earthquakes understand and have a better chance in coping emotionally and psychologically after the quake. **Preparedness does make a difference!**
- ☐ Seek out additional earthquake and other emergency preparedness information, resources and training.

Prepared by the Southern California Earthquake Preparedness Project, an action planning project of the Governor's Office of Emergency Services, in cooperation with the Federal Emergency Management Agency

Communication

Following an earthquake, all systems of communication that are dependent on electrical power or telephone lines may be partially or totally disrupted for several hours. An effective communication plan addresses this problem and presents alternate ways to receive and convey messages.

If parents are not aware of your emergency plans, they are likely to risk their own safety and impede the operation of your response plan to retrieve their children. A plan for communicating with parents before and after an emergency is critical. It may not eliminate the problem, but it will help to reduce congestion, confusion, and anxiety.

This section addresses both issues:

- How to determine alternate on-site and off-site communication needs.
- How to convey emergency information to parents.

STEP ONE: Determine on-site communication needs.

- ☐ Emergency back-up power for intercom system.
- ☐ Battery-powered megaphone/bullhorn to transmit information to students and staff.
- ☐ Battery-powered portable radios (or car radios) to receive information from emergency officials.
- ☐ Battery-powered walkie-talkies to communicate with groups in assembly area and with search-and-rescue teams.
- ☐ Signaling devices (such as whistles).

STEP TWO: Determine off-site communication resources and develop reporting procedures.

Given the level of damage generated by the earthquake, telephone service may be partially or totally disrupted. Disruption of service may also be caused by overloaded circuits.

To maintain partial service capability, do not contribute to system overload. During the first two hours, use telephones only to report life-threatening emergencies.

If your school has a back-up radio communication system, or if you have pre-arranged communications support from volunteer radio operators (e.g., hams), work with your district and emergency services offices to develop reporting procedures.

- Ensure that your reports are clear and accurately reflect the condition of the school population, school buildings, and neighborhood (see Emergency Status Report at the end of this section).
- Each telephone/radio communication should be brief and concise to enable school district or emergency personnel to complete their survey of schools in as little time as possible. Their need is to assess conditions at all schools, determine priorities, and send help where it is most urgently needed.

If there is no way for you to communicate with the outside, your pre-planning should assume that a helicopter and/or ground reconnaissance team will survey the area.

- With school district and local emergency service personnel, devise a visual signal system for all schools in the area. For example, use various colored flags or plastic or canvas panels to signify the type of help needed: medical, rescue, personnel, and one to signify "we're O.K."

- Flags on poles are appropriate for alerting ground reconnaissance teams, however, they cannot be easily seen from the air. Plastic or canvas panels placed in the schoolyard are more appropriate for alerting air reconnaissance teams. Again, coordinate your signal system with emergency officials.

- Think twice about placing any signal on the roof. This could be very dangerous for the signal bearer — particularly during an aftershock.

STEP THREE: Submit a copy of your communications plan to your school district and local emergency response offices.

All communication plans should be coordinated with the school district office and with primary emergency response personnel in your community.

STEP FOUR: Develop procedures for conveying emergency information to parents.

If parents are not repeatedly made aware of your earthquake safety policies:

- Expect a flood of telephone calls (if the system is working).

- Expect a major traffic jam in front of your school.

- Expect unauthorized persons (neighbors, friends, etc.) volunteering to take students home.

At the beginning of each academic year, parents should be advised of the school's emergency plans and especially of your earthquake safety policies. These policies and the rules you expect parents to follow should be firmly stated at parent meetings and in frequent letters to parents.* Your "Letter to Parents" might include the following:

In the event of an earthquake:

- No student will be dismissed from school unless a parent (or individual designated by a parent) comes for him/her.
- No child will be allowed to leave with another person, even a relative or babysitter, unless we have written permission to that effect or that particular person is listed on the student's emergency card in our files. With this in mind, if your child's card is not up-to-date, please request a new card from our office.
- All parents, or designated parties, who come for students must have them signed out at the office or at the temporary Student Release Station at the entrance to the schoolyard. Signs will be posted [indicate where] if this alternate location is required.
- We are prepared to care for your children in times of critical situations. If you are not able to reach the school, we will care for your child here. We have a number of people with first-aid certificates, and we will be in communication with various local emergency services. We do ask for your help in the following areas:
  - — Please do not call the school — we must have the lines open for emergency calls.
  - — Following an earthquake or other emergency, do not immediately drive to the school — streets and access to our school may be cluttered with debris. The school access route and street entrance areas must remain clear for emergency vehicles.
  - — Do turn your radio to——or——on the A.M. dial. Information and directions will be given over the radio.

** Consider sending letters immediately after the occurrence of significant earthquakes in the U.S. and other countries. Start your letter with "On...., a damaging earthquake occurred in.... Because our school is located in an earthquake-prone area, we want to remind you that in the event of an earthquake...."*

Emergency Status Report

Time Report Filed: _____

IMMEDIATE ASSISTANCE REQUIRED

_____None ____Medical____Fire ____Search and Rescue _____Support personnel

CONDITION OF STUDENTS

___ All accounted for ____No injuries ____No immediate help required

___ Missing (number) Names:_____

_____

___ Trapped in building (number) Names:_____

_____

___ Injured (number) ___ Number requiring immediate medical attention

Type of Injury Name

_____ _____

_____ _____

_____ _____

CONDITION OF STAFF

___ All accounted for ____No injuries ____No immediate help required

___ Missing (number) Names:_____

_____

___ Trapped in building (number) Names:_____

_____

___ Injured (number) ___ Number requiring immediate medical attention

Type of Injury	Name

CONDITION OF SCHOOL BUILDING AND GROUNDS

E.g.: walls cracked, fallen light fixtures, shattered windows, broken water pipes, flooding, etc.

CONDITION OF NEIGHBORHOOD

E.g.: fallen power lines, debris-cluttered streets, etc.

Update

Time Filed: _____

___Number of children remaining at school

___Number of staff members remaining to care for children

___Assistance required: _____ _____water _____food blankets

_____ additional personnel (number) to assist in student care

STRUCTURES

- We must evaluate all existing school buildings for structural safety and have a process for enforcement of identified hazards.

- We must have adequate resources to evaluate post earthquake damage.

- We must define and practice earthquake evacuation procedures.

- We must require plan check and inspection of relocatable buildings on school sites.

- We must identify and address any current code deficiencies.

- We must include non structural hazard mitigation as a requirement for all schools.

- We must update code requirements for nonstructural overhead elements.

Senator David Roberti's
Education Earthquake Task Force

Structural Subcommittee Report
August, 1994

Committee members: Dennis Bellet, Jo Ann Koplin

Problem Statement:

In a major earthquake the Department of the State Architect (DSA) will not have adequate resources to inspect schools for damage and for possible use as community shelters. Local building departments do not have jurisdiction over public school buildings.

School district personnel are not trained to **evaluate structural damage** and assess the condition of their building after an earthquake. Schools need to be evaluated quickly following earthquakes to allow occupancy for community shelters and possibly housing students overnight. Current procedures do not provide trained/qualified individuals to school districts in a timely manner.

Current **evacuation methods** do not take earthquake conditions into consideration.

Child care relocatables, administration buildings, bus maintenance buildings, etc., and alterations to school buildings that cost less than $20,000 are not required to be plan reviewed or inspected during construction. Seismic resistance is not assured.

Many of the **code deficiencies** identified in the Northridge Earthquake reports have been in the California Building Code applicable to public school buildings years before the earthquake. However, a few deficiencies were discovered and need to be addressed.

Non structural hazard mitigation is not always included in a school earthquake safety plan. Much of the nonstructural hazard is not regulated or controlled through annual inspections. Many school districts are not aware of the hazards, ignore the hazards, or are not motivated to find solutions to mitigate the hazards.

Overhead **nonstructural elements** that are part of the construction of the building, were designed and constructed to older codes that are no longer adequate. Many of these elements have fallen onto students desks during moderate earthquakes. Had the Northridge Earthquake occurred during school hours numerous injuries, some of which might be lethal, would have occurred.

Recommendations:

1. A local structural engineer should evaluate each school building for earthquake safety and be available to report to the school site to perform post earthquake inspections.

2. The Department of the State Architect (DSA) in cooperation with the Office of Emergency Services (OES) and CALBO should establish a memorandum of understanding between DSA and local jusrisdictions, that following an earthquake, resulting in a Governor's declaration of disaster, would have agreed upon proceedures. (See Adendum A)

3. A local structural engineer should provide each school building with recommended evacuation routes. Areas to be eliminated from use as evacuation routes should be clearly marked on site plans. These plans should be included in the emergency manual. Examples might include: bridges, elevators, adjacent to chimneys or towers, under electrical equipment or wires, past gas mains or chemical storage areas. Evacuation training for earthquakes must be practiced. (see training report)

4. Earthquakes and aftershocks of an intensity greater than 5.0 should require building inspection by the structural engineer for the district to determine structural safety of the buildings. School personnel should conduct a walk through of their buildings after all aftershocks.

5. Non structural hazard mitigation must be enforced and checked. New personnel should be given instruction on all earthquake procedures including how to evaluate and mitigate non-structural hazards.

Local fire authorities or DSA should be trained to detect nonstructural hazards. On a yearly basis (local fire authorities could do this during the test and operation of the fire alarm system) each school campus should be evaluated for nonstructural hazards and a report provided to the school district. The results of the reports should be public knowledge and presented at a school board meeting. DSA could provide the checklist. An identification and mitigation guidebook for schools is already complete. DSA in coordination with school districts, AIACC, OES and fire authorities could develop the checklist, procedures, etc. A requirement that school districts identify and enforce nonstructural mitigation can also be a minimum level of care issue.

6. Enact legislation to require Department of General Services (DGS) review of all new construction on school sites. Change existing statutes to require DGS review of all alteration projects that involve any structural modifications. Exempt existing non-Field Act buildings from retrofit requirements except relocatable buildings and hazardous buildings. (See attatched addendum B)

7. Changes to the regulations and policies based on information gathered from the Northridge Earthquake, as with all large earthquakes, have been made. Additional changes will occur as preliminary concerns are appropriately confirmed. Code changes are typical following large events in urban areas as thousands of buildings are tested and the seismic performance is evaluated.

8. Suspended ceilings and light fixtures constructed to older codes should be repaired or replaced. Highest priority for repair are pendant mounted light fixtures without safety cables. Mandatory identification by school districts is needed. DSA can provide guidelines for repair, retrofit and/or replacement. This can be a minimum level of care issue. (See addendum C)

Addendum A

POST- EARTHQUAKE EVALUATIONS

RECOMMENDATION - DSA in cooperation with OES and CALBO should establish a memorandum of understanding between DSA and local jurisdictions, that following an earthquake, resulting in a Governor's declaration of disaster, would have the following major agreements; 1) Engineers that are OES registered, Safety Assessment Volunteers, with Buildings/Structures Specialty employed by local jurisdictions would be allowed to perform post-earthquake safety evaluations of public school buildings, 2) These engineers would have authority to place placards on the buildings in accordance with agreed upon procedures, 3) Results of the evaluations would then be relayed to DSA through OES channels, 4) DSA would have final authority regarding disputes over placard choices and post-earthquake occupancy, 5) Appeals by school districts would be managed by DSA, 6) Sites identified as community shelters would be given high priority by OES for safety assessments by OES and DSA would establish procedures for subsequent assessments for aftershocks 5.0 and greater. OES to develop a system to get structural engineers to these sites as a high priority. OES system would include aerial survey techniques such that schools can indicate level of their needs for survey teams using ground flags (see supplies). Alternatively, or additionally, all schools within the Alquist-Priolo special study zones would be required to set up a memorandum of understanding with a private structural engineer (and an alternate) for immediate post-earthquake evaluations. DSA with OES could keep records on these schools and train the volunteer private structural engineers.

FUNDING - State and local costs are usually reimbursed by FEMA. Volunteers costs for per diem and expenses are reimbursed by OES or FEMA.

Addendum B

HAZARDOUS BUILDINGS

PROBLEM - A survey of public school buildings to identify those that were designed and constructed to older codes and are now considered hazardous is not complete. School boards, teachers and parents of students need to be advised that students may be occupying buildings that may collapse in the event of a major earthquake.

RECOMMENDATION - Require DGS, in cooperation and consulting with the Seismic Safety Commission, to develop a plan to identify nonductile concrete frame and tilt-up wall buildings. The plan should be low cost with relatively high assurance that all these most hazardous structures are identified. A requirement that the school district identify hazardous buildings using DSA and SSC guidelines, can also be a minimum level of care issue.

FUNDING - Costs estimated at $300,000 for identification. The survey may be provided through federal funding or alternatively thru the state general fund. Costs for analysis and retrofit schemes by private engineers hired by the school district would be approximately $15,000 to $25,00 per hazardous building. Assuming 300 buildings are identified as collapse hazard builds, the cost for engineering work would be approximately $6,000,000. Costs for retrofit construction are undeterminded but could approach $1,000,000,000. FEMA, the state or voter propositions could fund the work. Berkeley Unified School District has successfully passed local taxation for funding for their hazardous building retrofit and replacement. Not all school districts will be that fortunate. A requirement that school districts indicate their efforts to seek funding for analysis and retrofit can also be a minimum level of care issue.

RELOCATABLE BUILDINGS

PROBLEM - Many relocatable buildings that were not submitted for plan review and do not meet Field Act standards have been installed without adequate foundations. These systems often do not have any engineering for seismic forces. Steel jackstands without a bracing system will topple when subjected to moderate ground shaking. The building above then falls up to 24 inches before coming to rest on the steel jackstands. Electrical and gas lines may break resulting in secondary hazards of electrical shock and fires. Some older noncomplying relocatables also have light fixtures, suspended ceiling systems and other overhead elements, often without proper anchoring and bracing which are subject to falling when subject to strong seismic motions.

RECOMMENDATION - The Division of the State Architect (DSA) has developed four new procedures for improving the seismic resistance of existing and future relocatable buildings. The procedures will discourage school districts from avoiding plan review and will reward improving their existing buildings. These new procedures will require some legislation that should be enacted and development of regulations that should be approved.

Addendum C

TESTING OF COMPONENTS

PROBLEM - Currently no test procedures are available for evaluation of the components of light fixtures and other overhead elements. Many anchorage devices are being offered as solutions to preventing equipment and furniture from overturning, toppling and falling. These items also are not subject to a standard test procedure.

RECOMMENDATION - DSA should procure a small shake table and develop a test method for light fixtures, ceilings systems and other overhead elements. The test procedure should evaluate products intended to be used at school facilities to determine if hazardous parts of the product might fall when the product is subjected to shaking of an intensity expected from the strongest California might experience. This shake table could also be used to evaluate and approve earthquake anchoring devises, such as, straps, hook and loop material, clips and widgets.

FUNDING - First cost of approximately $15,000 could be paid for by the state. A grant to California State University Sacramento or University of California Davis for a student project to develop the table and test program. This would reduce costs and provide a valuable education opportunity. DSA could be given the funds for the grant and then reimburse the state through charges for testing and approval of products.

FUNDING - Costs are estimated at $3,000 to $4,000 per 1000 square foot building for foundation strengthening. Upgrading of light fixtures and suspended ceiling anchorage and bracing can be done with district forces using DSA provided details at approximately $1 to $2 per square foot (for a typical 1000 sq. ft. relocatable building, the cost would be $1000 to $2000). Ramps and other access compliance requirements would be quite variable based on level of current conforming work. FEMA funds are available for these measures in the area of the Northridge Earthquake. Other areas could pay for the work with slightly higher lease rates. Owned buildings would probably be funded through existing school district resources.

Schools As Shelters

- Shelter operations on a school site should be close first.

- Coordinate planning needs between shelter management, facility and security agencies.

- Identify conflicts arising from unauthorized shelters opening on school sites.

- Plan for the housing of unexpected donated goods.

SENATOR DAVID ROBERTI'S
EDUCATION EARTHQUAKE TASKFORCE

SUB-COMMITTEE: Shelters
Members: Julia Montez - Chair, Debra Hetrick, Elizabeth Robinson

COMMITTEE ASSIGNMENT:
1. Identify if student shelter plans exist in schools statewide, evaluate and offer recommendations.
2. Identify conflicts arising from public shelters opening in schools and offer recommendations.
3. Identify conflicts arising from unauthorized shelters opening at schools.

Problem #1: Some schools/school districts have not defined a minimum standard shelter plan for students for earthquake/disaster preparedness.

Recommendation: Set statewide minimum standards for school shelter plans. Campus population should be considered and will include students as well as staff. All schools will meet the minimum standard level of preparedness. Funding should not be from existing education funds. The Los Angeles Unified School District and the American Red Cross have already developed a draft for a school shelter management guide that could be used as the basis for a statewide model.

Problem #2: Conflicts identified from public shelters opening in schools are:

A) Donations which utilize valuable space at school shelters
B) Lack of security resources for shelters during an emergency
C) Long term shelter activity which interferes with delivery of instructional program

Recommendation:

A) Donations need to be handled by agencies/organizations other than schools. The Mayor's Office of Earthquake Relief has already started to address this problem. The organization networks many community based organizations. The function of this organization is to establish and maintain a system of accepting, storing, assessing needs, and distributing donations during and after a disaster. Their work in this area could be replicated for a statewide model.

B) Ongoing planning needs to take place between shelter management, facility (schools, recreation centers and parks) and security agencies in order to identify resources, plan for and respond during disasters.

C) While schools are designated as shelters, the primary function of schools is impeded when the shelters serve the long term needs of the community. When shelter operations last longer than one or two weeks, other facilities such as recreation centers and parks should be the primary shelters. Every effort should be made to close school shelters first.

Problem #3: Conflicts arising from unauthorized shelters opening at schools are:

A) Health and safety concerns (lack of sanitation and toilet facilities, extensive use of extension cords to power personal appliances)

B) Reopening of schools is impossible when the community has "taken-over" the school

C) Damage to school facilities (removal of chain link and burning of fires on blacktop)

Recommendations:

Any solutions to this problem go beyond the scope of this sub-committee. Fire, police, military, community watch groups, and others need to be included in a committee that would address these issues.

FUNDING

FACILITIES

- Uniform statewide improvement to facilities will require statewide funding such as a State Bond Issue.

TRAINING

- Adequate training could be done using existing pupil-free time plus $1 per ADA per year for trainers.

COMMUNICATION

- A State Bond Issue could provide a tiered statewide emergency communication network, including necessary equipment, procedures and dedicated frequencies.

SUPPLIES

- All schools need cargo containers and key emergency supplies. One-time funding of $40 million plus $1 per ADA per year would meet these needs.

SCHOOLS AS SHELTERS

- If schools are expected to serve as shelters, a higher level of preparedness is desirable. Funding for this purpose should be a city, county or state responsibility.

SENATE SELECT COMMITTEE ON EARTHQUAKE PREPAREDNESS
School Earthquake Preparedness Task Force
Funding Subcommittee

Committee members: Betty Hanson (chair), Monica Buckhout, Paul Markowitz, Roger Rasmussen, Harriet Scully.

The funding subcomittee met on June 23 and on July 7 to identify potential funding sources for school earthquake preparedness. The following sections discuss potential funding sources by type of need (facilities, training, communication, supplies, and schools as shelters).

School Facilities

Problem: Some school facilities need upgrading (structural and/or nonstructural) to maximize their resistance to earthquake damage. These upgrades tend to be expensive.

Funding Recommendations: The following sources of funds are potentially available to school districts for seismic upgrading.

- **FEMA/OES Public Assistance Program (Section 406).** This program provides funds for repair of damaged facilities in a declared disaster area. Some funding for hazard mitigation at damaged facilities is available if FEMA determines such mitigation to be cost-effective. Funding is 90% federal and 10% state/local.
- **FEMA/OES Hazard Mitigation Program (Section 404).** This program provides funds to retrofit undamaged facilities in a declared disaster area. All public agencies, not just school districts, are eligible for hazard mitigation funds. The total amount of such funds from the Northridge Earthquake will probably be in the $600 to $700 million range. Districts must have a hazard mitigation plan and must submit a hazard mitigation proposal to the state in order to obtain mitigation funds. The state will determine which proposed mitigation items are highest priority, based on their cost-benefit analysis. Funds for hazard mitigation may become available in the spring of 1995.
- **State Bond Funds.** The June 1994 ballot contained two bond issues that would have provided some funding for earthquake repairs and/or hazard mitigation. These bond issues were defeated. There may be a future bond issue (November?) to provide necessary state funds for this purpose.
- **ESEA Title XI.** The federal Elementary and Secondary Education Act (ESEA) is being reauthorized this year. The proposed law includes three chapters that may provide funding for deteriorated buildings in urban areas. Title XI, if passed, could provide low interest loans to school districts. California schools could receive up to $25 million per year for the next five years from this source.

- **ESEA Title XII.** This title, if passed, could provide up to $100 million per year nationwide for each of the next five years for renovation and repair of urban schools.
- **ESEA Title XV.** This title, if passed, could provide up to $600 million per year nationally to improve facilities in districts with many disadvantaged students. Funds must supplement, not supplant, state and local funding for repair and construction of school facilities.
- **Developer Fees.** With the failure of the June 1994 school bond issue (Proposition IB), the match requirements on developer fees have been lifted. This means that school districts are no longer required to match state construction funds with developer fee funds and may use developer fee funds to meet local construction needs. However, there must be a justification of the nexus between the developer fee collection and the intended use of the developer fees.
- **State Sales Tax**. There was earlier discussion of a temporary state sales tax to pay for earthquake repairs and retrofitting, such as the temporary tax adopted after the Loma Prieta earthquake. This remains a possibility, depending on the preferences of the state legislature and the Governor.
- **Local Bonds.** Local school districts may use bond funds for seismic retrofitting of schools provided their is a local vote authorizing such expenditure that receives a 2/3 majority.

Unmet Statewide Needs: Currently, FEMA funds are only available in the three counties that were designated as the disaster area in the Northridge quake. Local bond issues can only be passed in communities with very strong local support for schools. Relying solely on local bond issues would result in statewide inequalities in earthquake preparedness. Developer fees vary significantly from district to district based on the level of development activity, and are not a consistent source of school construction funds. Bond issues don't cover earthquake preparedness activities such as training or preparedness supplies.

Training

Problem: School personnel need adequate training in the event of an earthquake. Individual cities or school districts may be able to find the means to provide such training, but consistent and continuing statewide training requires statewide standards and a reliable source of funding.

Funding Recommendations:

- Introduce a bill (or modify existing legislation) regarding emergency preparedness training. Such bill should (1) define how much emergency preparedness training school employees should be expected to have, (2) authorize OES to establish a curriculum for providing such training, (3) identify a source or sources of funds adequate to meet the training standard defined by legislation and by OES.
- Following are some potential funding sources: (1) existing state funds for staff development; (2) lottery funds in excess of $90 per pupil; (3) federal hazard mitigation funds (only for designated disaster areas and only with FEMA/OES approval)

- Revise existing legislation regarding professional development days at schools (School Based Coordinated Program Act) to allow at least one professional development day per year to be used for emergency preparedness training.

Communications

Problem: Normal communication systems (such as telephone) are inadequate during emergencies because of short supply, system failure and/or high demand. There are both inter-school and intra-school communication problems.

Funding Recommendations:

- Introduce a bill (or modify existing legislation) regarding emergency communication systems at schools. Such bill should (1) define what emergency communication capability should exist at schools; (2) authorize OES to establish regulations for emergency communication systems; (3) identify a funding source for schools to purchase and maintain the communication standard defined by legislation and by OES.
- The same funding sources that are available for retrofitting school facilities (listed above) may also be appropriate for improving school communication systems.
- Ask the FCC to set aside more of the high frequency spectrum for emergency communications. Presently, schools can obtain additional frequencies only by buying them on the open market.

Emergency Supplies

Problem: There is no established standard for what supplies a school should have or how they should be stored. Local schools and districts generally choose their own level of preparedness and provide their own funds for supplies and equipment. The result is unequal levels of preparedness.

Funding Recommendations:

- Introduce a bill (or modify existing legislation) regarding emergency supplies at schools. Such bill should (1) authorize OES to define what kinds and amounts of emergency supplies each school should have and how such supplies should be stored; (2) identify a one-time funding source to establish a base level of supplies and storage capability at every school in the state.
- A small bond issue (e.g. $25-50 million) or a small portion of a major bond issue could be for cargo containers and/or initial earthquake preparedness supplies at all K-12 schools.
- A steady income stream as low as $1 per ADA ($5.5 million per year) could allow school districts to establish and maintain basic emergency supplies at every school.
- An income tax check-off of $1 or $5 could generate funds for school emergency preparedness. The yield would be difficult to predict.

Schools as Shelters

Problem: School districts are required by law to make schools available to the Red Cross and others for emergency shelters. Traditionally, the Red Cross reimburses school districts for any costs they incur. Several potential issues have arisen from the Northridge earthquake experience: (1) the public sometimes uses district facilities other than those officially designated at shelters; (2) concurrent use of school facilities as shelters and schools has been problematic; and (3) schools generally don't have cots and blankets on site.

If schools are to serve as shelters, a higher level of preparedness at schools may be appropriate. For example, if it is likely that students or staff would have to stay at their school overnight, then cots and blankets should perhaps be part of the standard for supplies at school sites. Also, if a school will need to provide shelter to the wider community (with or without Red Cross assistance), bigger supplies of water and other consumable supplies may be needed. Finally, sanitation can be a major issue if plumbing is not operational.

Funding Recommendations:

- We think it would not be appropriate to make funding recommendations until it is clearer who can designate a school as an emergency shelter, and what preparedness standards, if any, should apply to schools that may be required to serve as shelters.

Legal

- School districts must be strongly pushed toward compliance and development of disaster preparedness on each school site.

- The following report from the Legal Committee reflects the majority opinion of the experts participating in this task force.

TO: Committee Members
Select Committee on the Northridge Earthq
Task Force on Earthquake Preparedness
FR: Don Austin, Legal Committee
RE: Carrot-Stick Legislative Proposal Outline
DT: July 7, 1994

The purpose of this memo is to outline a skeleton for legislation which would require school districts to meet certain standards in anticipation of earthquakes while at the same time rewarding districts for meeting those standards with immunity from civil liability.

(1) Legislative Intent

Legislative intent would be explicit with the law stating as such intent the following:

(a) The legislature wishes to protect school children from earthquake injuries as much as possible, recognizing that earthquakes are unpredictable and acts of God;

(b) School districts which meet standards of care proscribed by experts before an earthquake should not be second guessed after an earthquake by experts hired specifically for a given lawsuit;

(c) The legislature recognizes that if a significant earthquake hits during school hours that one of the problems which could occur afterwards is a tsunami of litigation, much of it baseless.

(2) Districts Would Be Required to Meet Standards

(a) School districts would be required to meet certain architectural, safety, preparation, and training standards. These standards would be as objectively measurable as possible. The standards would be set by experts in each field in which a standard is being set.

(b) A school district would officially meet a given earthquake safety standard when an appropriate expert certified under penalty of perjury that such standard had been met. Experts would have to determine how often certification would occur. Once a district is certified in a given area, it would have to keep its certification current by recertification.

(3) Districts Meeting Standards Would Be Absolutely Immune From Civil Liability

(a) If a district meets a particular standard, it would as a matter of law meet its standard of care regarding that particular matter and would therefore have absolute immunity from any civil liability for injuries allegedly occurring as a result of an earthquake or other disaster where the plaintiff alleges that the district failed to meet its standard of care with regard to that particular standard. Districts could still be sued for failure to meet standards of care in areas where the districts were not certified as having met standard of care.

(b) The rationale for providing such immunity is that earthquakes are acts of God. It is impossible to completely protect against everything which could occur due to an act of God. However, when a district has done everything reasonable ahead of time which the foresight of experts deems necessary, it makes little sense to allow attorneys to use 20-20 hindsight to have a jury second guess what the experts thought before hand.

(4) Districts Failing to Meet Standards Would Be Negligent Per Se

If a district did not meet an earthquake standard and a person was injured as a result of that failure, the district would be determined to be negligent per se. Thus, the law would create a two edged sword. If districts meet standards, they are protected from litigation. If districts do not meet standards, they could be deemed automatically negligent without the plaintiff having to prove much in a lawsuit.

(5) Certifying Experts Would Be Immune From Civil Liability

An expert certifying that a district met a particular standard would have absolute immunity from civil liability though not criminal liability. An expert signing a declaration for a plaintiff to file a lawsuit would not have immunity for that act.

(6) Plaintiffs Would Have to Specifically Plead Their Claims to Avoid Subterfuge

(a) In order to determine exactly what a plaintiff alleges a district has done improperly with regard to earthquake safety, the plaintiff would have to allege specifically and precisely as possible what standard was violated and how it was violated. This would avoid the situation where an attorney could vaguely allege negligence so as to keep a case improperly in the judicial system in order to obtain a nuisance value settlement.

(b) Plaintiffs would have to attach a declaration under penalty of perjury of an expert stating that standard of care had been violated. The appropriate expert would be the kind of expert who would certify that the district had met the standard to provide certification for the district.

(7) School Earthquake Cases Could Be Taken Out of Fast Track

(a) All lawsuits filed against a school district for earthquake injuries, could at the discretion of the presiding judge of the district where such suits were filed, be taken off of any fasttrack system.

(b) In addition, districts could move to take earthquake cases out of fast track in a situation where more than a given number of such cases are filed, thereby creating unfair strain on the district in defending too many cases in one year.

(8) Public Policy Would Favor Demurrer and Summary Judgement As Means of Disposing of Cases Where the District is Alleged to Have Violated Standard of Care In an Area Where it is Certified

(a) Summary judgment and demurrer would be a preferred methods of disposing of school earthquake cases where the only question of fact to be determined is whether a district met certification requirements in a given area prior to the quake.

(9) Plugging Loopholes By Strengthening Cal. Code of Civ. Proc. § 1038.

The legislature should be aware that a skillful attorney can find ways around any law it passes. Generally, such attorneys are rarely sanctioned or called to task in any way for what they do because they can claim that they were advancing the interests of their clients in good faith. This excuse is the basis for many nuisance value settlements. When a natural disaster hits it is unfair for school districts to be exposed to having to defend numerous lawsuits where there is little basis except the attorney alleging that he is advancing the interests of his client in good faith. It would be especially unfair to require districts to bear the financial burden of defending against such cases where the attorney has found a loophole around the legislation contemplated above.

Therefore, in situations where a plaintiff alleges that a district has violated standard of care in an area where the district is certified as having met standard of care, and for some reason or another the court does not dismiss the particular claim based on the absolute immunity contemplated above, then the plaintiff must post a bond for the attorneys fees and costs which the district would incur in defending the case. If the plaintiff did not prevail, that bond would be paid over to the district as defense costs.

777-S

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